REVIEW COMMITTEE ON ADULT CORRECTIONS

REPORT ON HEADINGLEY CORRECTIONAL INSTITUTION

Prepared for The Honourable Minister of
Community Services and Corrections,
Leonard S. Evans

Province of Manitoba

September, 1983

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MANITOBA
DEPARTMENT OF
COMMUNITY SERVICES AND CORRECTIONS
Review Committee on Adult Corrections
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Winnipeg, Manitoba
R3C 0V8

September 2nd, 1983.

The Honourable Leonard S. Evans,
Minister of Community Services and Corrections,
302 Legislative Building,
Winnipeg, Manitoba.
R3C 0V8

Dear Mr. Evans:

Re: Report on Headingley Correctional Institution and its Satellites

With the submission of this Report, the Review Committee on Adult Corrections has completed its examination of Headingley Correctional Institution and its satellites.

Respectfully,

Graeme Garson, Q.C., Chairperson

Prof. Steve Brickey, Committee Member

Ms. Geri McRae, Committee Member

Mr. Nels Thibault, Committee Member

Prof. Leonard Kaminski, Research Director

Ms. Wanda Jamieson-Harrington, Research Assistant

Ms. Janice Nowak, Administrative Assistant

/jln
Encl.

EXECUTIVE SUMMARY

It is the consensus of the Committee that the plethora of problems at Headingley Correctional Institution flow from four basic root causes:

A. MINISTERIAL LEADERSHIP

The Minister, by constituting this Committee, implicitly acknowledges that administrative leadership has been lacking. The government's files are replete with numerous reports over the last dozen years which show a bleak and disillusioning system. This system and resulting chaos at Headingley will not improve unless the Minister himself shows the administrative leadership which has been lacking over the past five decades. Furthermore, it has been brought to his attention by his advisors and his managers, that there has been no political leadership by the Minister of the Crown in Cabinet or in the public to ensure that the necessary funds are allocated to do the basic minimum job.

If this or future government administrations are not prepared to show administrative and political leadership, then anything we or countless committees of the future might recommend, will not come to pass. Whether such leadership should come from a Ministry of the Crown or an independent tribunal or commission established in law to provide this leadership, is a policy decision that this government will have to make.

B. UNDERFUNDING

The second root cause of the problems in the correctional system, and in particular at Headingley, relates to historical underfunding. Historically there is evidence that in good economic times and in bad economic times, the government of the day will

consciously and deliberately cut back on correctional funding on the rationale that

a) in good times, prudent budgeting must be demonstrated;

b) in times of recession, there are other pressing priorities.

The essential thing the Committee heard over and over again at all levels was that any government of the day will not properly fund the correctional system because there is no political votes or credit in so doing. Surely, it is inappropriate, in the 1980's for a government to continue such a bankrupt type of political leadership where it doesn't perform, undertake and discharge necessary responsibilities because there is no political credit for so doing.

Indeed, the Committee would go further and say that the time has now come whereby the government of the day must have the courage and foresight to exercise its powers of political persuasion to make the public aware of its responsibilities to provide the necessary funding for this significant, albeit unhappy, facet of civilized society.

C. MIDDLE MANAGEMENT

On the usual and standard criteria of size, personnel, budget requirements and influence for good or ill, Headingley Correctional Institution is an institution of significance and importance in Manitoba. It is a fundamental truth that the health and effectiveness of any public institution is a direct result of the skill, expertise and dedication of its management. If management fails to provide leadership, both long-term and daily, then the institution will decay and will ultimately betray the very mandate that it is supposed to perform.

Your Committee has examined the present management and organizational structure from the Commissioner to the institutional supervisory level and the individuals that occupy these positions. We feel compelled, albeit with regret, to find both the organizational structure and the personnel sadly wanting. In its starkest terms, it is not unfair to characterize the present institution as sick. We find it wanting in leadership, direction and philosophy. The evidence is clear and overwhelming that the management as presently constituted, produces disorganization, rivalries, ill-feeling and a sense of all pervading chaos. By making these statements, we do not wish to impute any lack of sincerity or base motives to the present management. Rather, we wish to underscore and emphasize that there is a lack of expertise and professionalism at the management level.

Your Committee is of the opinion that to restore a vitality and integrity to the institution that immediate steps must be taken to reform the organizational structure and to make the appropriate personnel changes. If there is one thing that the government of the day can do with a minimum of expense to the public which will improve substantially the day-to-day functioning of the institution, it is to make these suggested changes.

Good and competent management will do much to ameliorate the myriad of problems besetting the Headingley Correctional Institution.

D. PHYSICAL PLANT

Your Committee notes that an underlying and irreducible problem of the correctional system, particularly in the Winnipeg area, relates to the inadequate physical facilities for the proper retention of inmates. The Minister is already aware that report after report, both from the community and in-house, have consistently urged this and previous administrations to commit sufficient funds

to provide adequate facilities for retaining sentenced inmates and persons without bail. Unless and until the government is prepared to follow these consistent and obvious recommendations, then the government should only expect the situation to become worse.

THE FUTURE

Your Committee respectfully suggests that the government must address the four issues that have been discussed above to enable Headingley Correctional Institution, in particular, and the correctional system in general, to develop and implement a philosophy and programs that are responsive to the requirements, needs and obligations of a modern corrections system.

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   b) Deputy Commissioner
   c) Chief of Administration
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   e) Senior Departmental Accountant, Corrections
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PREFACE

In preparing this report the Review Committee on Adult Corrections has made every attempt to apply a principle of fairness in the conducting of the investigation and in determining its recommendations. The principle of fairness we believe to have applied throughout this review was inspired from the dictum found in the Federal Court of Appeal case of:

> "In Selvarajan v. Race Relations Board, (1976) 1 All E.R. 12 at p. 19, in commenting on the somewhat elusive concept of what is fairness in any given case, Lord Denning M.R. said:
>
> In all these cases it has been held that the investigating body is under a duty to act fairly; but that which fairness requires depends on the nature of the investigation and the consequences which it may have on persons affected by it. The fundamental rule is that, if a person may be subjected to pains or penalties or be exposed to prosecution or proceedings, or deprived of remedies or redress, or in some such way adversely affected by the investigation and report, then he should be told the case made against him and be afforded a fair opportunity of answering it. The investigation body is, however, the master of its own procedure. It need not hold a hearing. It can do everything in writing. It need not allow lawyers. It need not put every detail of the case against a man. Suffice it if the broad grounds are given. It need not name its informants. It can give the substance only. Moreover it need not do everything itself. It can employ secretaries and assitants to do all the preliminary work and leave much to them. But, in the end, the investigating body itself must come to its own decision and make its own report."

CHAPTER I INTRODUCTION

A. Background

1. Ministry

Over the past one and one half decades, the ministerial responsibilities for Corrections shifted several times, beginning from its location with the Attorney-General through its transfer to the Department of Health, Education and Welfare under the Schreyer government then to the creation of an independent ministry in 1974, then back to the Minister of Health and Welfare and then most recently the transfer of the portfolio to the Minister of Community Services and Corrections in 1980. The meandering of the ministerial responsibility for Corrections has clearly had an impact upon the way in which corrections itself was able to operate. This was because of the relative importance which Corrections had in the various ministeries. Under the Attorney-General's Department, both in terms of finances and social importance, the judicial process took priority over the correctional process, even though the notion of correctional rehabilitation, as opposed to straight security and punishment, was already evident in statements made by the Attorney-General as early as 1963.*

Under the portfolio of Health, Welfare and Education, Corrections again took a back seat to the other areas, both in terms of importance and in terms of share of the budget. Respondents have indicated that under the Minister of Corrections from 1974 to 1977, there was more concern on the part of Cabinet towards the Corrections area. But even here, this was a weak portfolio and the necessary expansion both in facilities, staff and operations did not fully evolve. With the change of Government in 1977, administrative changes were put into effect starting with the appointment of a Commissioner of Corrections and the

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* See remarks made by the Attorney-General, the Honourable S.R. Lyon, Q.C. in an address to the Fourth Biennial Congress of Corrections, 1963 (Canadian Journal of Corrections, October 1963, Vol. 5, No. 41).

beginning of the reduction of the Correctional administration at Port Osborne. With the change of government in 1980, Corrections was moved to a new portfolio, that of Community Services and Corrections.

2. Purpose of Current Review

On a late 1982 visit to Headingley Correctional Institution, and, through discussions with various individuals employed in the correctional system, the Minister of Community Services and Corrections became concerned that there appeared to be a number of problems of an administrative nature within that institution, in addition to problems pertaining to overcrowding and the mixing of short-term and long-term offenders, all of which seemed to be seriously undermining the morale within the institution. A preliminary survey was carried out by Professor Len Kaminski in late November of 1982 to assess the situation at Headingley, The Winnipeg Remand Centre and The Community Release Centre. This preliminary inquiry raised the question as to whether the problems identified in these institutions were widespread throughout the province and whether other issues might also be affecting the functioning of the correctional system. To this extent, the Minister expressed his view that the whole of the correctional system in Manitoba should be reviewed to see what the dimensions of the problems really might be.

The Minister decided that in addition to Professor Kaminski he would set up a committee of prominent community persons with knowledge about corrections and criminology to carry out a full review of the correctional system in Manitoba. On February 7th, the Minister in a press conference announced the establishment of The Review Committee on Adult Corrections for Manitoba, thus launching the present review. The Review Committee members are: Mr. Graeme Garson, Q.C., Chairman; Mr. Steve Brickey; Ms. Geri McRae; Mr. Nels Thibault; Mr. Len Kaminski, Research Director. In addition to the Citizen's Committee and the Research Director, a Research Assistant, Ms. Wanda Jamieson-Harrington and a part-time secretary, Janice Nowak, were hired and the Committee began its work.

To-date, a brief interim report on the "proposed" closing of the Spruce Woods Rehabilitation Camp has been conducted and turned in to the Minister.

Following this report, the Committee focused on reviewing the situation at Headingley Correctional Institution where it had been indicated that the most serious problems were in existence. Our intensive survey of the situation at Headingley Correctional Institution has caused us to conclude that decisive action is urgently required to ameliorate the conditions in the correctional institutions of Manitoba. We wish to point out to the Minister that since the inception of the review at Headingley, we have witnessed even further deterioration in the apparent situation, to which the disturbance of August 7, 1983 are but one symptom. Therefore, we are submitting this interim report for the Minister's consideration prior to the completion of a comprehensive report on the whole system.

3. Terms of Reference

The terms of reference for the overall Review are included in Appendix I.

B. Brief Historical Review of Corrections in Manitoba

1. The Corrections Act

The corrections system of Manitoba receives its legislative mandate from the Corrections Act which was passed in April 1966 and slightly amended in 1971. Prior to the passage of this Act, the major operation within corrections in Manitoba was primarily security and custody. The mandate set for adult corrections in Part III of this Act provided the basis for a shift towards a rehabilitative approach in corrections. In addition to such cosmetic changes as substitution of the term "correctional institution" for "gaols", the Act made provision for the establishment of rehabilitative programs. Section 32, 2 of the Act entitled "appointment of specialized staff" provided that in addition to the appointment of regular staff and employees, the Minister could also

> "retain such specialized persons as, in his opinion, he considers necessary to isolate, identify, classify and treat the cause of anti-social behaviour and criminal conduct of inmates through the appropriate use of psychiatric, psychological and social work techniques; and vocational and academic education, religion, industry, and recreational services in an effort to enhance an inmate's ability to meet and overcome the recurring problems of everyday life."

The Act further established the basis for community work programs within the correctional system. Section 33, 2 further reads:

> "subject to such terms and conditons as he may consider advisesable, the Minister or person delegated by him may establish a program under which a person sentenced to or serving a sentence in a correctional institution may be allowed to:
> a) obtain employment;
> b) resume his employment;
> c) resume the conduct of his own business or other self-employment including, in the case of women, housekeeping and attending the needs of her family;
> d) attend an educational or rehabilitative institution and;
> e) undergo medical treatment or hospitalization.

In addition to the section on correctional institutions, the Act

provides the legislative basis for probation services, family court and the establishment of a parole board. It should be noted that a final section, Part IV, on the parole board was never put into operation in the Province of Manitoba.

The Manitoba Corrections Act represented a major shift in corrections for the province. It was passed with the full support of the opposition. Minor amendments were incorporated into the Act in 1971.

2. The Rise of The Sparrow

A white paper on corrections in Manitoba entitled "The Rise of the Sparrow" was the next important document for Manitoba corrections. This report was released in July 1972 by the Department of Health and Social Development. The message conveyed by the then Minister, the Honourable Rene Toupin, was that the time was appropriate to present a modernistic philosophy for corrections and to lay out the future plans of his government for this area. His reasons for this were that there was an improved public attitude toward offenders and a greater spirit of tolerance toward corrections thus allowing the government to expand programs and services for this section of the population. Secondly, the erstwhile government was anxious to develop new patterns of service delivery that would improve the quality of life in Manitoba.

In this document, the objectives of corrections are identified as:

1) that corrections as a particular stage of the criminal justice system should be compatible with or "functionally interrelated" with the whole of the system in order that the correctional objectives be achieved and,

2) that there are essentially two emphases for corrections - from the viewpoint of society, this being protection and from the viewpoint of correction service, rehabilitation.

The general thrust and tenor of the white paper was positive, progressive, humanistic and clearly seeking to advance corrections as a profession and as an institution beyond the basic punishment model which had been in operation up to this time. It is important to note, however, that

although "The Rise of the Sparrow" was an attempt to synthesize the philosophy, policies, directions, and objectives of a modern corrections programs, the Minister cautioned that it did not constitute a statement of government correctional policy although certain aspects of the then current policy were enunciated in the text. Although "The Sparrow" was never adopted as the official government policy, in our current review of corrections in Manitoba, there certainly is evidence of trends which reflect some of the ideas in "The Rise of the Sparrow". These we will identify as we discuss the current issues in corrections in Manitoba.

The thrust given towards rehabilitation through "The Rise of the Sparrow" had a significant impact at the institutional level. Staff consistently point to the year of 1971 as being the 'watershed' after which time the "program people" entered into the correctional system and under them the old style of the operation of the correctional system gradually began to give way. In addition to the specific changes within the institution, the correctional services of Manitoba became involved in the introduction of "community release programs" including the establishment of a day-release centre at the Vaughan Street Detention site. After-care agencies also became significantly more involved in the corrections process.

The Committee was unable to find any written documentation on how the rehabilitative philosophy was introduced into the institutional level. Certainly, the rehabilitative approach was introduced amidst an atmosphere of scepticism. To what extent the new leadership bearing the new rehabilitative ideas attempted to win over the existing staff who had been operating under a different philosophical approach is not known to us. However, from our discussions with staff, it is clear that their perceptions were that the new ideas were simply brought in and imposed from above. Moreover, resentment developed as they felt that they were being devalued for their work by the new program people frequently coming in with far less experience and much higher salaries. Over the subsequent decade, it would appear that this scepticism and

resentment and feeling of devaluation grew and hardened into two camps developing into a conflict in objectives between the custody and security approach toward criminal offenders and the rehabilitative correctional philosophy.

CHAPTER II PROFILES

A. Institutions

1. Headingley Correctional Institution

Headingley Correctional Institution is composed of an old main institution, built in 1930, in which residents are housed in a variety of fashions ranging from individual cells to blocks housing a number of inmates in one large, dingy dormitory, to the infamous "bird cage" which is essentially a "cage", to the segregation cells or the "hole" located in the basement. A new wing of the main institution contains primarily offices and the dining room and a second addition to the old structure contains the gymnasium and the recreation supervisor's office.

Adjoining the main institution are three annexes A, B, and C which house inmates of varying numbers, theoretically for a variety of programs ranging from alcohol rehabilitation to work release. The annexes were converted to "Living Units" approximately one year ago. The Living Unit concept has been adopted from the Correctional Service of Canada Living Unit Program, the Saskatchewan Living Unit Program and the Brandon Correctional Institution Living Unit Program. According to institutional management, the living unit concept represents a more "normalized" living environment for inmates, which will facilitate positive re-entry into society by making them more responsible for their own quality of life while incarcerated, and by encouraging positive interaction between staff and inmates. One of these annexes, Annex C, is a temporary fixture added to the site in 1978. Near the main institution is a trades building which was constructed in 1979 to provide for the vocational training of inmates.

The 1982 rated inmate capacity for this institution was 322. This figure will drop to approximately 300 when renovations transforming Annex 'A' dormitory into a kitchen/dining room and lounge area are completed this summer. The average daily population over the 1982 period was 370.2, and while this figure includes those inmates who

would be out in the community on temporary absences, the institution has more or less been consistently overcrowded to the extent that the basement 'overflow' area has been full throughout the year. This figure also includes remands held in Headingley cells, who in the 1982 period, accounted for 17.0% of the total 1982 population. Our review of inmate population statistics since 1970 indicates that overcrowding is not a new phenomenon at Headingley. Over the past five years, the population has consistently peaked over the '400' level during the winter months. For example, last year's high was a figure of 431 inmates. We note that the population can drop below this figure (usually in the summer months) however, in our conversations with the institutional management, we were informed that this drop provides but short-lived relief from the perennial problem of overcrowding. We also note that this year, the population has remained consistently high. A recent figure quoted for August, 1983 was 384 inmates. The usual drop during the summer months is not at present occuring.

The Review Committee's visit to Headingley Correctional Institution convinced them that the core of the main institution is quite inadequate to carry out any kind of humane program. The building is generally overcrowded, lacking sufficient space for the inmates, lacking privacy, lacking sufficient toilet and shower facilities, demonstrating serious deterioration in the walls, floors and facilities. One section is completely closed off with two isolation cells which are used in emergency situations. Behind this is a two-storey gallows which has not been used since the abolition of the death sentence. Apparently, there are plans to dismantle the gallows and convert the space into a usable area.

Security arrangements for the institution are still largely primitive, containing almost no electronic surveillance equipment, almost no cameras, or no automatic door openings machinery. Guards still walk around with keys fastened to their belts to open and close each and every door that they enter. The bars in the cells are inadequate to the extent that maximum security is required, as they are made of a

soft iron which apparently can be sawed through with a serrated edge of a butter knife obtainable from the cafeteria or dining room. The equipment which does exist, such as two-way radios, seems to malfunction a considerable amount of the time. On a visit to the institution by the Research Director in the late afternoon and midnight shifts, bells which were installed for security purposes were going off for unexplainable reasons.

Ventilation throughout the institution appeared to be non-existent. The problem of fresh air is particularly acute for those inmates who are housed in the basement area. Additionally, the laundry room in the basement contains a fumigation chamber which apparently leaks fumes when being used. The fans designed for keeping the air moving in the laundry room were inadequate or not working.

The cell blocks offer no privacy and no real possibility for convalescence especially for the mentally disturbed inmates. In the medical section, we found that patients themselves were responsible for the clean up. Surely this is a questionable practice for the ill, in view of the fact that the healthy have an insufficient number of jobs in the institution. But we also learned that for security reasons, some individuals are "hidden" in medical so that they are segregated from the main population. This is an equally questionable practice. We have learned that renovations are taking place to accommodate the medical and psychiatric services in a more suitable location. Since we were not in a position to review the proposed plans, we cannot comment on whether they are suitable for the requirements of the inmate population.

Until recently, staff were trucking in water to use for drinking purposes, since the quality of local water was questionable. Although a new water filtration system has been installed, there remains some question as to whether there is a relationship between the chemicals remaining in the water and a variety of gastric complaints which both staff and residents complain of.

Provincial government investment in the upgrading and improvement of the facility has been ordered by the Provincial Fire Inspector who has

required a number of changes in the institution to bring it up to the fire safety standards of the province as a whole. This clearly, however, appears to be insufficient to enable the staff to manage the sort of inmate movement in the institution which is now required. The sprawling octopus-like nature of the institution and the difficulties this creates for mobility of inmates from one side of the institution to the other side makes the effective differentiation between minimum and maximum security classifications in the institution a fiction at best.

There is currently under development or discussion, a plan for the reconstruction of sections of Headingley Correctional Institution and perhaps of the addition of some more wings. Some of these repairs, particularly in the medical facilities are now under way at Headingley. The progress has been slow and much work remains to get the facility to this required level.

Headingley is in a serious state of decay and although we are not architects or contractors, it seems to us that short of tearing out walls, floors and ceilings and replacing the entire insides of those buildings, there is little that can be done to improve the situation.

To summarize briefly what was said earlier about Headingley, what will be required is a new source of water, new electrical installation, more plumbing facilities so that there are an adequate number of toilets, showers, tubs and other equipment for personal hygiene, more personal cell space which conforms to recognized standards of space per inmate in institutions, the destruction and elimination of some of the more primitive forms of caging inmates, such as the "bird cage", and bringing back into existence the space currently wasted by the gallows and the two death cells adjoining it. Also seriously lacking is adequate office space within the secure section of the institution for the Program people. The annexes are of much more recent vintage going back to 1958 when the first of these was built. These are newer barrack-type institutions and perhaps are the sort of facility that ought to be looked at for any future development of the Headingley site rather than attempts to redesign and refurnish the current main

institution,which might be very costly. Headingley itself is still in a serious state of decay and in urgent need of repair. The physical plant is a major cause of discontent and demoralization, not only amongst the inmate population, but the staff as well.

2. Community Release Centre

The Community Release Centre (CRC) which is located in the former Vaughan Street Detention Centre at Vaughan Street and Memorial Boulevard, is the oldest provincially built structure in the prairie provinces. In the past the CRC operated as a live-in day release/ work release centre, however, this program was terminated in the mid-seventies. Since all documentation relating to the operation of the CRC in this capacity have been destroyed, we are unable to comment in any concrete fashion on this particular aspect of the program.

In current times, the CRC is functioning primarily as a temporary (one day) location for people attending provincial court. Secondly, it is being used as a check-in unit for inmates out on urban temporary absences. It is currently staffed by a liaison officer, a secretary and three COs.

The facility itself is in an extremely run down state. Currently, the Historic Sites Advisory Board is recommending that the building be declared a historic site. Government Services were recently retained by the Province to undertake a feasibility study* on renovating the facility either for office space, or as a day release centre. The study revealed that while the basic structure appears sound, the mechanical and electrical systems are generally in poor condition, and that considerable renovations would be required to bring the building up to appropriate standards. If the building were to be upgraded for day release occupancy, total construction costs would be approximately $1,951,000.

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* See Province of Manitoba, Department of Government Services, Study and Report on Vaughan Street Detention Centre, Winnipeg, Manitoba. (prepared under contract by W. L. Wardrop & Assoc. Ltd.), January, 1983.

3. Bannock Point Rehabilitation Camp

A satellite facility to Headingley is a workcamp located 145 kilometres east of Winnipeg in the Whiteshell Provincial Park. Bannock Point Camp provides opportunities for inmates who are considered to be of non-violent, minimal security status, to earn some money prior to their release by working in the wilderness in the park and associated highway projects. Bannock Point has a capacity of 40 inmates, but because of the location of the camp in the Whiteshell11 tourist and recreational area, especially during the summer time, the camp complement of inmates usually turns to about 20, and reaches its peak only after the tourist season is over in October or November. This is a modern institution built in 1976, which provides both onsite and offsite labouring opportunities.

B. Inmates

In the past there has been very little importance focused on the collection and use of operational statistics within the management level of the Corrections Division. The present system for Adult Corrections was initiated in 1976, however, due to various administrative delays, it was not operationalized until January, 1981. Although this system has the capability to provide the Adult Corrections Directorate with a significantly more complete and valid inmate profile then was previously available, its use has been extremely handicapped by the fact that it is a manually operated system. Data extraction and compilation by manual procedures is a tedious, costly process which impedes the effective application of statistical analysis as a management tool*. Despite the deficiencies in the current collection practices, we have been able to consolidate the readily available data from the Corrections Division in order to make some general observations on the nature of the inmate

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* At present there exists an initiative on the part of the Attorney-General, the Police and the Corrections Division to computerize and integrate the collection of data on offenders and sentenced inmates. We view this project as a positive step toward the creation of a modern information system for Corrections.

population at Headingley. Appendix II of this report contains a series of tables on the institutional population in isolation and in comparison with other correctional institutions. Below we highlight various aspects of this data. We caution that one of the key features of the inmate population in this provincial institution is a high degree of instability, due to constant population changeover. This makes both the collection and analysis of statistics particularly difficult since the composition can significantly vary on a daily basis.* Thus discretion should be exercised in interpreting this data, which at best can only serve as broad indicators.

In the absence of any comparative data over time, it is currently impossible to identify current or project future trends for the inmate population at Headingley. Our discussions with staff about the nature of the inmate population have supplemented our knowledge of their profile. We reiterate that given the current limitations in the data base, these indications are at best tentative.

1. Sentenced Inmates

a) Offense History

Headingley principally houses inmates sentenced by the courts to terms of two years less a day. Under special circumstances, the institution will also hold inmates sentenced to two years or more who would normally be destined for a federal institution. The following table which is a summary based on 1982 data, illustrates the various offense categories of the inmate population.**

TABLE I

Headingley Sentenced Inmates of Offense, 1982

Most Serious	#	%
Against Person	200	9.4
Property/Theft	737	34.5
Driving Offenses	670	31.3
Narcotics	123	5.7
Miscellaneous	409	19.1
Total	2139	100

* The data frequently mixes remands and sentenced inmates, which also hinders data interpretation.

** See Appendix II for a complete detailed description of offence category by sentence length.

The important characteristic here is that two-thirds of offenders sent to Headingley are individuals charged with property/theft and driving offenses. Less significant are violent offences against persons or narcotic offenses. Although it has been indicated to us by various staff employed through the system, that those latter two types of offense groupings have increased over the years, the extent and real impact of this shift is not presently known.

b) Sentence lengths

Over one-half the population (52.3%) are sentenced to 90 days or less, and the vast majority (87.1%) are in fact sentenced to one year or less. In 1982, a total of 2,139 sentenced inmates were processed through and incarcerated at Headingley for varying lengths of time, another key characteristic which emerges is the tremendous flux and fluidity of the population over time.

The type of offense and the sentence length of those individuals incarcerated at Headingley has a direct effect of the style of operation and type of services it could be expected to provide. It is expected to be capable of providing a complete range of operational security and service to accommodate a wide range of offenders of varying categories of risk and of varying sentence lengths. It cannot select its clientele, which is also forever changing, yet it must remain responsive to its needs. This implies that an efficient processing system would be a paramount requirement to handle the actual range and volume of traffic in and out of the institution in any given year.

c) Demographic Characteristics

i) Age

By age, almost half of Headingley's population are 24 years of age or under; two-thirds are 29 or under. The following table gives a breakdown of all admissions by age groupings:

TABLE II

Headingley Admissions by Age, 1982

Age	#	%
15-17	14	0.5
16-19	338	13.4
20-24	814	32.4
25-29	505	20.2
30-34	307	12.2
35-39	185	7.4
40-44	147	5.8
45-49	75	3.0
50+	130	5.2
Total	2515	100

We note that, under special circumstances, which have been approved by the courts, juveniles are occasionally held at Headingley. In 1982, the total number of inmates under the age of 18 was 14 (0.5%).

ii) Marital Status

Over half of the population (56.3%) are single. Married or common-law inmates represent almost one-third (32%) of all sentenced admissions to Headingley.

iii) Ethnic Status

One of the key features of the inmate population at Headingley is the disproportionate representation of individuals of Native extraction. On the basis of 1982 statistics, the Native element represented over one-third (36%) of the population. The breakdown is given in the following table.

TABLE III

Headingley Sentenced Inmates by Ethnic Status, 1982

Ethnic Status	#	%
Status Indian	480	19.0
Non-status Indian	174	6.9
Metis	225	10.1
White	1542	61.3
Other	64	2.5
Total	2515	100
Combined Population of Native Origin	908	36

The disproportionate representation of natives in the criminal justice system is a well known trend in Canada, in which Headingley follows suit. Although the native element is not as dominating as it is in the other Manitoba institutions,* it remains a highly significant factor, which has certain implications for both services and programs. This will be discussed in greater depth at a later stage in this report.

iv) Home Community

Operational statistics on place of residence are not systematically compiled. Based on discussions with staff, it is indicated the majority of the population is from the Winnipeg catchment area. Inmates from other provincial regions who require more security than can be provided in the nearest facility to their home community are also sent to Headingley. Additionally, inmates who have been tried in Winnipeg and committed to incarceration may be temporarily housed in Headingley whilst awaiting transfer to a facility close to their home community.

d) Socio-Economic History

No socio-economic history is available in a quantifiable sense, although correctional staff are in agreement that the vast majority of its population is derived from the lower socio-economic segments of the Province. Although employment data are not compiled on the inmate population, the impression available from staff is that the majority of inmates were unemployed at the time of sentencing.

Although no education/vocational skills testing is currently conducted, it was indicated to us by staff at various levels that a significant proportion of the population would, in their judgment, be classified as functionally illiterate.** We were informed that this problem is acute among the inmate population of native extraction, and in particular those natives who live in urban environments.

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* See Table IV, Appendix II for a complete provincial breakdown. The percentages for other provincial institutions are as follows: Brandon, 46.1%; Dauphin, 65.5%; The Pas, 81.5%; Portage, 72.3%. Total for all Manitoba 51.0%.

** Functional literacy as defined by Canadian education authorities for the Canadian setting requires a capability to read at the Grade X level.

Headingley also holds inmates who have been identified as requiring psychiatric care, but pose security problems for the community, and cannot be housed in an appropriate psychiatric institution. This adds a further complex dimension to the population which institutional authorities are required to manage. From the opinion of various staff within the institution, there is an indication that the current inmate population is a more assertive and articulate group than in previous times. This, it is claimed, may be a general trend associated with an increased awareness of inmate rights, which has swept along the expansion of human rights in Canada, in addition to an institutional shift away from a strictly "lock up" institution to one where inmates are permitted greater movement and program opportunities.

2. Remands

To further compound this demanding situation, Headingley also handles individuals who are unable to attain bail. This includes overflow from the Winnipeg Remand Centre in addition to remand cases who have been identified as requiring high security measures.
Additionally, Headingley serves as a forensic centre for these remands who require both high security and have been ordered for a psychiatric assessment. In 1982, the remand population at Headingley comprised 16.9% of the population. This adds another strained dimension to the operation of an already complex institution.

The impact of this exceedingly diverse population on the operational requirements of Headingley Institution is an important thread which is woven through this report. Of equal importance in terms of the smooth and efficient running of a modern correctional institution is that of the characteristics and qualities of staff who are expected to carry this out. We now turn to them.

C. Staff

1. Staff Complement

According to a document prepared for the Review Committee by the Chief, Administration (Headquarters) the authorized staff complement for Headingley is 196½ staff years. As of January, 1982, these positions were dispersed as follows:

Position	Number	
Management	4	(1 frozen)
Administrative Support	9	
Accounts	6	
Records	3	(1 seconded to HQ)
Programs	15	(1 seconded to HQ)
Medical	9	
Recreation	8	(1 vacant)
Trades	12	
Staff Training	1	
Kitchen	6	
Work Gangs	2	
Visiting	1	
Custody	107	(4 vacant)
Term	11½	

In real terms, the actual staff complement is less. At the management level, the position of Deputy Superintendent is currrently frozen, and the incumbent in the CCO position is on extended sick leave. Two encumbents in the administrative support section and one from accounts are on sick leave. The records supervisor and the supervisor of classification are under secondment to Headquarters. The supervisor of counselling position is being phased out. Negotiations are under way to transfer the medical component to the Department of Health's budget. One recreation position has been abolished. Four positions are vacant in the custodial section.

Coupled with this erosion in the staff complement has been the scarcity of resources for term time and over-time. Since a Department of Labour dictum has precluded projects for summer relief, the institution has been experiencing difficulties in functioning at an acceptable minimum staff level. The strain on staff is severe, particularly since the population count has not waned as in previous summers.

2. Staff Utilization

a) Correctional Officer

The Correctional Officer component is the largest functional grouping within the institution. Currently Correctional Officers are deployed in three different areas within the institution. These are:

- Correctional Officer (Custody), Main institution
- Correctional Officer (Program/Security), Annex
- Correctional Officer (Administrative/Accounts), Main Institution

i) Correctional Officer, Main Institution

This grouping represents the traditional organization structure of the security component at Headingley. Ultimately responsible for this grouping is the Chief Correctional Officer for this institution. The levels extend from the Correctional Officer 1 (the Front Line Officer) to the Correctional Officer 4 (The Duty Officer). The Correctional Officers are structured into permanent shifts which operate on a two - eight hour rotating shift pattern, each of which are assigned a permanent unit leader. The midnight shift is a permanent grouping which does not rotate. The Duty Officers and the ranking officers assigned directly to them rotate throughout the clock. The reporting structure has been identified to us as follows:

Chief Correctional Officer
|
Duty Officer (CO4)
|
Shift Leader (CO3)
|
Front Line Officer (CO 2)

ii) Correctional Officer, Annexes

The Correctional Officers, (Annexes) are officers who have participated in a "generic" officer training program, which was devised as part of an attempt to convert the annexes into a "living unit" type structure where custodial officers are engaged in "positive" interaction with the inmates in their custody and where in fact they take on a counselling and program role with them. These officers are commonly referred to as "Correctional Services Officers" or "Generic Officers", however, there currently does not exist outside of draft form (which for some time has been under heavy scrutiny by the Civil Service Commission) a classification as such.

The reporting structure which has been identified to us by the Headingley management for this grouping, is illustrated below:

Supervisor of Institutional Programming
|
Annex Supervisor
|
Annex Team Leader
|
Correctional Officer

We point out that the introduction of this category within the Headingley structure has been identified to us by staff as a major bone of contention since innumerable difficulties have been encountered in management's communication of the organizational structure, reporting structure, and the actual functional role for these individuals. Moreover, it had been suggested that reclassification would bring about an increase in pay level. Since this has not been forthcoming from the Civil Service Commission, there has been some resentment develop among the Annex officers.

iii) Correctional Officers, Administrative/Clerical/Accounts

It has come to our attention that a number of Correctional Officers are also deployed in administrative/account functions. The historic rationale for this is that administrative/clerical positions would be found for officers who, for health or other legitimate reasons,

are unable to function on the floor. We note that under this policy officers continue to receive Correctional Officer pay (i.e., CO1 = $20,994-$26,066; CO2 = $23,520-$27,965; CO3 = $25,189-$30,093; CO4 = $27,485-$33,057) while the normal salary for an AY* who would be performing these functions in other government departments would be from $14,052-$20,861). We question whether this traditional rationale can continue to be supported.

b) Program Staff

The Program sector of the institutional staff was introduced in the past one and one-half decades, however, since that time the Program staff have undergone a number of structural and numerical changes.

i) Counsellors

Apart from the Annex Correctional Officer and supervisory structure, there are four counsellors available for the main institutional population, which includes approximately 200 inmates. One of these counsellors is currently on sick leave. One counsellor is responsible for an intensive counselling function while the remaining two assume responsibility for the principal population. Since the position of Supervisor of Counselling has not formally been filled since 1978, these counsellors report directly to the Supervisor of Institutional Programming. However, it has been indicated to us that no direct supervision or communication currently is taking place between the SIP and the counselling function in the main institution.

Supplementing the institutional counsellors are two Native Clan workers who are contracted directly through Native Clan, one of whom provides direct counselling services to inmates who are identified to him through the in-house counsellors. The other individual is responsible for organizing programming activities for Native inmates.

ii) Classification

As previously indicated, the Supervisor of Classification is under secondment to the Adult Corrections Directorate and no acting replacement has been formally identified. The current classification

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* Administrative Secretary

process is operated by the Correctional Officer in charge (the Placement Officer) in conjunction with the Correctional Officers responsible for the Intake Area. While this area is formally responsible to the Supervisor of Institutional Programs (normally through the Supervisor of Classification), the Chief Correctional Officer also has some responsibility in this area in that the location/placement of inmates is a duo Security/Program concern. This has created confused lines of authority.

iii) Recreation

The Recreation area is comprised of a Recreation Supervisor (CO3) and three Correctional Officers. While the Recreation Supervisor reports to the Supervisor of Institutional Programming, there is a considerable degree of confusion over lines of authority for both himself and the Correctional Officers beneath him since the daily deployment of Correctional Officer staff in the main institution remains the prerogative of the Chief Correctional Officer.

iv) Religion

The two chaplains (Protestant and Roman Catholic) are under the scope of Programs, and as such, report through the Supervisor of Institutional Programs. One chaplain has the dual responsibility of Co-ordinator of Religious Programming for all adult provincial institutions.

v) Works and Education

The trades staff are associated directly with the running of this aspect of programming, and includes a supervisor plus two sub-ordinate staff. In addition, there is a "trades" component which includes Correctional personnel who fulfill the actual supervisory role in Program activities.

We note that the institutional education program was until June of this year operated and funded through the Department of Education and Red River Community College. No funding has been committed by either department for the year.

vi) Visiting

Visits and correspondence are coordinated through a Correctional Officer (CO 3). A supplementary staff of part-time students (male and female) and a ranking CO Officer are provided during visiting hours.

c) Services

Maintenance services for Headingley are principally provided by Government Services. A small contingency of institutional staff are however responsible for the cosmetic upkeep of the institution.

d) Staff Qualifications and Training

a) Background

Since we are not in a position to examine the personnel history of employees at Headingley, we can only comment in very general terms about the qualifications and characteristics they display. These observations we make on the basis of our interviews with staff at all levels, in addition to drawing on various reports which have been prepared on staffing and staff relations at the institution over the years.

The background of the individuals in the Correctional Officer group tends to fall along two lines. First, there are those individuals who have a vast number of years on the floor - some of whom have made a career from Corrections; others who have entered the correctional field after completing another career, in some cases from military and police. The second group in existence consists generally of a number of younger officers, generally with high school education or better.

Among the Program staff, there is a higher incidence of post-secondary education, some having background in social work, psychology or theology, at various levels of completion.

We may point out that attitudinally, there would not appear to be any consistent split or distinction between those who have manifested a "militaristic" approach to Corrections and those who have adopted a "rehabilitative" approach to Corrections. Indeed, in many individuals,

these clear cut lines have indeed melded. Although the traditional Custody/Programs conflict exists, the line between these two sides migrates depending upon the issue.

b) Training

All Correctinal Officers are subjected to a basic Correctional Officer orientation/training package when they enter into employment with the institution. This combined package is designed to expose the officer to the operational aspects of running a security institution in addition to providing him/her with a basic procedural aspect of handling inmates. In theory, this course should take place immediately upon employment, however, it was pointed out to us by staff at all levels that it is not uncommon for an officer to have waited up to a year before his training package was given. Outside of modules on hostage-taking and first-aid/CPR * training, supplementary or refresher training to this course has not generally been available. Nor has supervisory training been an integral feature of the Headingley system. The reason given for this lack of continuity in training were principally ones of funding and staff replacement difficulties which such training would necessitate.

We note that the annex generic officers have, as previously indicated, been exposed to a training program in which they received some rudimentary lectures and training in behavioural/counselling techniques which are deemed appropriate to the inmates in the Correctional environment.

This course was of three weeks duration and while the annex officers we spoke with were in agreement that the training program was, from a learning perspective, a productive experience, they have not received any certificate to indicate their involvement in this course from the Correctional authorities.

To the best of our knowledge, the Program staff are not provided with any specific training package, nor is their participation in training programs or seminars in Corrections outside the institution financially supported by the Adult Corrections Directorate.

In 1979, an attempt was made by the Corrections Division to encourage

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* Cardio-pulmonary Rescusitation

the training and employment of Natives in the Correctional Institutions. At Headingley, this initiative would appear to have not met with success, since there are only one or two staff members in addition to the Native Clan contract workers on staff. With the Native population at Headingley Institution hovering at 36%, we raise concern about the small amount of attention focused on Natives in the criminal justice system and the adequacy of the Native cultural awareness in the Adult Corrections training package.

c) Recruitment

Recruitment policy for Correctional staff is not particularly well defined. Qualification standards for both Correctional Officer staff and Program staff are, we are informed, purposely left at a minimum since:

- it has been difficult in the past to attract "ideally" qualified persons when the job market has been thriving; and
- the "skills" required for most Correctional staff who have contact with inmates relates more specifically to their inter-personal skills and behaviour than with academic qualifications. The enforcement of high standards might, indeed eliminate persons who have the personal ability or experience, but not the training.

However, we are informed that in many cases it is not possible to adequately judge how a particular person, regardless of academic background or skill may function in a correctional institution. In the past, management was only given a six-month period of assessment before the probation period was ended. This, in their opinion, was not adequate. Hence, recently a proposal has been accepted by the Union to increase the probationary period for one year.

One recruitment pattern which does stand out when one examines the personnel attached to Headingley, is the father/son tradition. Indeed it has been indicated to us that on some occasions, this extends well beyond father/son to wives, uncles, aunts and cousins. The pattern familias is frequently, though not exclusively, an employee of long duration who is subsequently joined by a sibling or an offspring in

subsequent years. Further it would appear that this "tradition" extends beyond Headingley to the Winnipeg Remand Centre, and it has been alluded to the Corrections Department as a whole. While the father/son tradition in other occupations, such as trades, is regarded in a positive light, at Headingley it has been alluded to as being a source of some serious problems. Family connections, it is suggested, have interfered with the fair hiring practices which are expected of the Civil Service and in addition, are perceived as having some implication for promotional opportunities on the floor. The MGEA has informed us that no grievances have been filed on either the issue of hiring or promoting staff according to 'family connections', and that, to the best of their knowledge, the Corrections Division is no different than other government departments on this issue. Yet the perception distinctly exists among institutional staff that interference of this nature has occurred, and that it is a serious issue.

Traditionally, Corrections has been identified as a stress-producing occupational area. Headingley is certainly no exception to this finding. Our observations of staff we interviewed clearly indicates that psychological stress is high at the institution. This observation concurs with data collected by the MGEA in their submission to us. This we understand has been a historical condition of Headingley - a Correctional Services Manpower Report* prepared in 1977 revealed that over 25% of those interviewed indicated serious health problems such as ulcers, cardiovascular problems, back problems, and gastro-intestinal problems. Symptomatic of this has been a consistently high rate of turnover in the Correctional field and a high incidence of absenteeism. In a further report for the year 1980**, it was reported that Headingley Correctional Institution had the highest average sick-leave for any institution in the Province - about 10.71 per employee, even though its population on the average was only at the time an average of 35.8 years of age.

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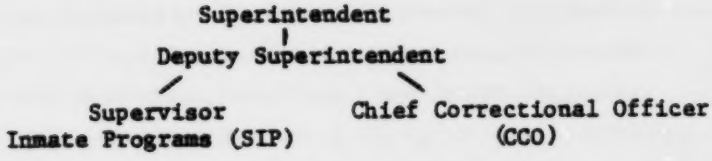
* Province of Manitoba, Department of Health and Social Development, Corrections and Rehabilitative Services, Personnel Services Branch, Report on the Corrections Service Manpower, 31 July, 1975.

** Province of Manitoba, Department of Community Services and Corrections, Corrections Division, "Sick Leave and Age Comparisons, July 22, 1980" (Prepared by Chief, Administration)

Currently it has been pointed out to us by senior staff that absenteeism is again on the rise and in fact an "illness related casual leave" monitoring has recently been introduced to try to explain and perhaps control the amount of absenteeism from Headingley.

D. Middle Management at Headingley Correctional Institution - Organizational Structure

Essentially there are four management positions in the institution. These are:



The position descriptions are contained in Appendix III. Of these four positions, the Deputy Superintendent's position has effectively been vacant since November, 1981, when the former Superintendent resigned and the Deputy Superintendent took over the Superintendent's job on an acting basis and ultimately was appointed to that position. Since December, 1982, this position has been frozen as part of the Provincial Government's restraint program.

The position description prepared for us by the Corrections Division indicates that the Superintendent is accountable for the general management and operation of Headingley Correctional Institution. S/he provides administrative direction within the policy guidelines established by the Department of Community Services & Corrections. Reporting directly to him/her are the Deputy Superintendent, the Chief Correctional Officer, the Supervisor of Institutional Programs and the Supervisor of the Bannock Point Rehabilitation Camp. It is of interest to note that since the departure of Supt. Littlewood at the end of the 1960s, Headingley Correctional Institution has had 7 superintendents. It is reported that several of these left due to health reasons. One, at least, died on the job and others left for unspecified reasons.

The Deputy Superintendent's position is described as second in command in the institution. The Deputy Superintendent acts routinely for the Superintendent in his absence and is frequently required to represent the Superintendent in dealings with Federal and other Provincial Government departments, law enforcement agencies and private sector organizations. The SIP and the CCO report directly to the Deputy

Superintendent on a day-to-day operational basis, on such matters as inmate placement, work programs, discipline and inmate temporary/pre-release absences from the institution. The Deputy Superintendent is responsible for all areas of administration - physical, purchasing, storage and inventory control of supplies, personnal services and staff records, inmate records and statistics, food and laundry services, trades and maintenance services, communications and transportation services and emergency plans and services. It is clear that in an institution as large as Headingley, the absence of a person with this range of responsibilities is an extremely serious short-coming. Currently, we have been made aware, through the Office of the Deputy Minister, that this position is in the process of being filled by secondment of a senior personnal from Probations.

The Supervisor of Institutional Programs (SIP) as s/he is referred to in the institution, is directly responsible to the Deputy Superintendent for the day-to-day operations of the program component of the institution. His or her rank according to the Headquarters document is equivalent to that of the Chief Correctional Officer, both of whom report to the Deputy Superintendent. The job description indicates that under the direction of the Deputy Superintendent and in conjunction with the Chief Correctional Officer, the incumbent ensures the joint development of Program/Custodial and Operations field towards meeting the general institution objectives. One of his/her responsibilities is that of insuring that activities conducted within each section harmonize with overall objectives and are consistent with legislation and custodial requirements, as well as the needs of the inmates. Currently in the institution, there does not appear to be in existence, any formalized organizational chart indicating the reporting structure and lines of authority pertaining to the staff under the SIP. It was however indicated to us by the SIP that the reporting structure for correctional officers involved in the Annex program, report through their supervisors to the SIP. In the absence of a Classification Supervisor (seconded to Headquarters August, 1982) and the absence of a Counselling Supervisor, vacant since 1977), it would theoretically appear that individuals under

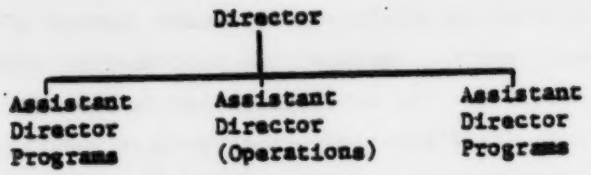
these positions report directly to the SIP.

Finally, the Chief Correctional Officer is responsible for the safe and lawful custody of all residents and the maintenance of discipline and good order in the institution. S/he is responsible for the development and maintenance of systems to insure custody of physical plant devices, resident security ratings, movement control and counts; and s/he is responsible for the development and maintenance of systems equipment and train staff for the purpose of riot control. Other responsibilities include that of written reports on staff and residents performance, and supervision of the Record Section.

In the absence of a Deputy Superintendent, both the SIP and the CCO have taken on functions relating to this office. Indeed, the SIP's position is commonly referred to as Assistant Superintendent, Programs, as is the CCO's position referred to as Assistant Superintendent, Custody, which it would appear have been introduced to reflect the elevated responsibilities attributed to their positions. According to the Superintendent, matters which logically relate to the administration and management of custody and security are handled by the CCO. Matters pertaining to the administration and management of programs are handled by the SIP. From our observations, it is apparent that this arrangement has caused untold conflict and confusion where Security and Program issues overlap. This relationship will be explored in greater detail further in the report.

E. Adult Corrections Directorate

The Adult Corrections Directorate consists of the following administrative positions:



1. Director

The Director of Adult Corrections is accountable for all aspects of the development, planning and operation of the Provincial Adult Corrections System. The total staff complement for Adult Corrections is 430 staff years. Specifically, s/he is answerable for:

- the establishment of general operating and administrative policies and procedures in Adult Corrections;
- s/he is to supervise the Superintendents and the directorate staff;
- to review and evaluate all programs;
- to monitor the development of new programs;
- s/he is to determine total staffing needs and to ensure that the staffing pattern meets the requirements for each institution and program;
- s/he is responsible for formulation of the Adult Corrections budget and its control;
- s/he is to identify and priorize staff training and development needs within Adult Corrections;
- monitor and evaluate and participate in staff training programs and maintain an ongoing functional relationship with the Co-ordinator of Staff Training;
- supervise the Provincial Temporary Absence and Work Education Permit program;
- develop and maintain ongoing relationships with all appropriate factions of the criminal justice system, public and private; and consult and report directly to the Commissioner of Corrections

on matters related to interdepartmental activities such as policy changes, legislative changes, new program development, new operational practices and matters related to senior personnel.

- In addition, s/he is responsible for approximately 800 staff, the entire adult institutional population (both in the institution and on the street) and a total budget of somewhere in the vicinity of $11-$12 million dollars.

Since July, the incumbent in this position has been on sick leave. Through the Office of the Deputy Minister, we have been informed that the incumbent has requesed a transfer to another government department. The Deputy Commissioner for Corrections is currently acting for him.

2. Assistant Directorships

Besides this, s/he has a small support staff at the administrative level, consisting of the Assistant to the Director of Adult Corrections, Programs; the Assistant to the Director, Operations; and the Assistant to the Director, Administration. Approximately two years ago, there was in fact only one person occupying an assistantship position. Due to ill-health on the part of the Assistant to the Director, Administration, the Records Supervisor from Headingley Correctional Institution was seconded to act in his place. On the incumbent's return to work, the one position was split in two (Operations and Administration). We note that this second assistantship, Operations, is not a position formalized through the Civil Service Commission, and the incumbent continues to be registered as an employee of Headingley Correctional Institution. Similarly, the Assistant to the Director, Programs, has been filled since August, 1982, through secondment of the Classification Supervisor from Headingley Correctional Institution. The incumbent's position at Headingley remains unfilled, even on an acting basis.

The Assistant to the Director, Programs, is responsible for the administration aspects of correctional programming, and program development and evaluation. The job description qualification requirements indicate graduation from a

recognized university at a post-graduate degree level in Social Sciences with 2 years of administrative experience in the criminal justice system; with 6 to 9 months to learn the job; specialized knowledge in criminal justice system; writing skills and human relations skills. The responsibilies include operations which appear to be duplications from the Deputy Commissioner's Office, such as statistical compilation, financial analysis, the drafting of reports including the annual report; brief writing and revisions of policy and procedure manuals and standing orders. The Assistant to the Director, Administration, for the whole Adult Corrections Division requires only a Grade XII education and several years of experience in administration and takes 6 to 12 months to learn the job. Specialized knowledge requirements are those of government policies and procedures including personnal and other related administrative procedures pertaining to Corrections programs and procedures. And the Assistant to the Director, Operations, requires only a Grade XII education with 6 to 12 months to learn the job, and with extensive knowledge of correctional policies and procedures, legislation and government procedures.

We wish to draw attention to the wide disparity of educational qualifications and experience to fill different jobs and the great disparity in the actual job requirements in the various positions we have identified. It is hard to avoid the conclusion that many of these job descriptions have been tailored to meet the needs of an individual person and have no real bearing whatsoever upon actual qualifications required for actual jobs performed. Many of these positions are duplicates or partially duplicating other of the jobs in the system. Further discussion of these various positions and of the total administrative structure, lines of authority and so forth, will be found in the body of this report with conclusions and recommendations following subsequently.

The fourth position responsible to the Director of Adult Corrections are the two provincial chaplains. At the institutional level, we then have all of the superintendents of Headingley, Portage, Brandon, Dauphin,

The Pas and the Winnipeg Remand Centre. Again it is not clear to whom the current liaison officer at the Community Release Centre reports, but presumably he reports directly to the Director of Adult Corrections.

On the basis of our interviews with staff and administration at the institutional level, we have been told repeatedly and by many individuals that the organizational structure, the lines of authority and the duties and responsibilities of various people in the FOC* administration and Adult Corrections Section are confused and irrational. Incidences of the multiplicity of the lines of authority, duplication of areas of responsibility will be discussed further in the text. This multiplicity and duplication has a further impact upon policies and procedures which manifest the same sort of confusion, multiplicity and duplication as well as outright contradiction and conflict.

F. Administration and Leadership - Organizational Structure

At the time of the present review, apart from the clerical support staff, the Corrections Division administration consists of the following positions:

Commissioner of Corrections
Deputy Commissioner
Chief of Administration
Chief Investigator
Senior Departmental Accountant
Co-ordinator of Staff Training
Chief, Information Systems & Statistics

The Corrections administration structure consists of four departments which is illustrated in the accompanying organizational chart, three of which we will not be addressing, which are the Juvenile Corrections Division, Probation Services and the Marriage Conciliation. We should however point out that there is currently negotiations to transfer the Marriage Conciliation Division to the Community Services Branch.

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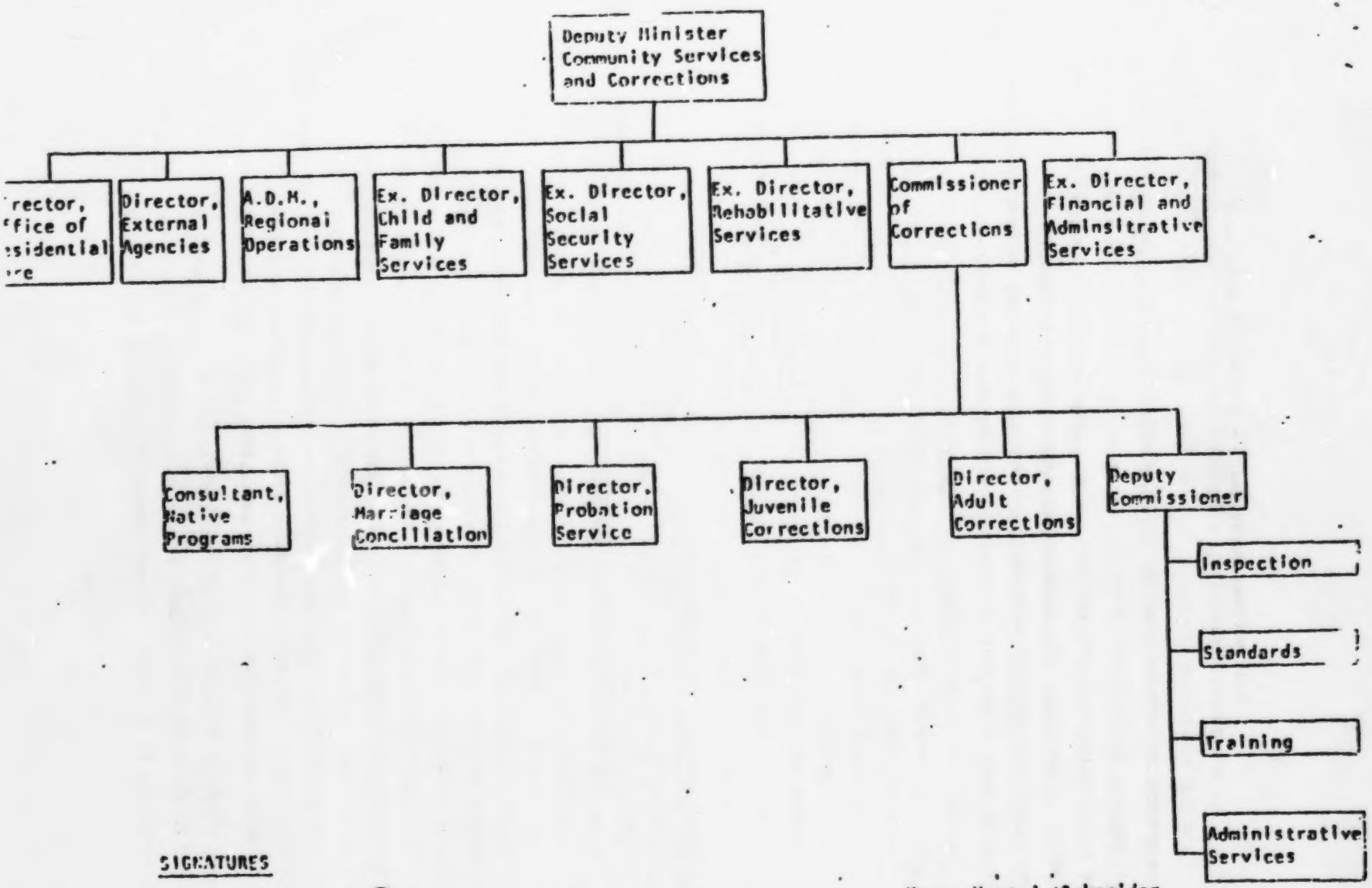
* Fort Osborne Complex - Corrections Headquarters



SIGNATURES

INCUMBENT: _____ Date: _____ Name: Hans J. Schneider

IMMEDIATE SUPERVISOR: _____ Date: _____ Name: R. D. Johnstone

Fourth is Adult Corrections, which, as previously indicated, employs four administrative personnel. The Director; the Assistant to the Director, Programs; the Assistant to the Director, Administration; and the Assistant to the Director, Operations. All totalled there are approximately 850 staff employed in the Corrections Division.

The organizational structure at the upper level indicates specifically that the Director of Probation, Marriage Conciliation, Juvenile Corrections and Adult Corrections are directly responsible to the Commissioner. It is curious to note that the Deputy Commissioner is "on par" with the Directorships and that none of the Directors are formally required to report through the Deputy Commissioner's office even though it is the Deputy Commissioner who has a support staff of five senior positions, all of whom we have been informed are theoretically responsible for providing administrative support to all the Directorships. Even more perplexing is the fact that the Commissioner has no support staff outside of a secretary. The history behind this odd situation lies in the creation and appointment of the position of Commissioner of Corrections in 1979. Prior to this, the Inspector General (filled at that time by the current incumbent in the Deputy Commissioner's position) was at that time the functional head of Adult Corrections. It was decided by the Commissioner to leave the administration staff with this Inspector General's position and to extend the realm of activities somewhat and rename it Deputy Commissioner. We remain, however, at a loss to adequately explain why this Deputy Commissioner group was placed at the same reporting level as that of the Directorate, if the functions of this position were to extend into these areas. Further complicating the situation, we inject a note that for a number of reasons, the Deputy Commissioner and his staff currently spend a disproportionate percentage of their time in matters pertaining to the Adult Corrections Directorate. This ranges from an estimated 80-100% of their time.

We also note that the position of Native Consultant, which appears on the chart, was only functional for a brief period in 1979. Apparently

the position was filled by secondment of the former Superintendent at The Pas Correctional Institution. Some months after its creation, the position was transformed to that of Liaison Officer for the Community Release Centre associated with Headingley Correctional Institution.

Similarly, the liaison officer's position between the Adult Corrections and the Probation Division has been transferred over to the Probation Directorate. We now turn to describe the specific responsibilities associated with these positions.

1. Commissioner of Corrections

The Commissioner of Corrections' position description indicates the incumbent is generally accountable for:

> "The Commissioner of Corrections is accountable for the control and rehabilitation of adults and juveniles in conflict with the law, consistent with community safety and expectations, due process of law, ultimate goals, crime prevention, all within the parameters established through the approved budget."

Specifically s/he is accountable for:

- Ensuring the provision of a stable and sound program dealing with persons in conflict with the law, consistent with existing legislation and policies and the expectations of society.
- Maintaining and further developing a positive work environment in which divisional staff of various disciplines are introduced to work as a team towards the common goal, find satisfaction in their work and are enabled to develop their potential.
- Ensuring that offenders in our charge are treated in a way which will not inflict further damage to character, attitude and potential for resuming an acceptable life style.
- Ensuring delivery of the most effective program possible within the approved budget.
- Seeking, developing and testing innovative solutions for existing problems in particular in relation to native offenders and juveniles.
- Developing and implementing alternatives to imprisonment, in co-operation with law-enforcement agencies and the judiciary and consistent with the public perception of peace and security.

- Maintaining constructive co-operation with other governmental and private agencies and develop and maintain a high level of public understanding and support for correctional programs.

As previously noted, the Commissioner has no administrative support staff to carry out these responsibilities. Essentially then s/he must draw on the Deputy Commissioner and the Directotate themselves to ensure that the responsibilities associated with the position are carried through.

2. The Deputy Commissioner

The Deputy Commissioner of Corrections acts for the Commissioner in his absence and is accountable for:

- All inspections
- Audits and investigations
- Development of standards
- General administration
- Statistical and data informational requirements
- Application of legislation
- Staff training and special services

The position description states:

> "The Deputy Commissioner of Corrections, in the absence of the Commissioner, acts for him and routinely is responsible to facilitate, co-ordinate and examine those functions that overlap or fall outside of the functions and responsibilities of the Directors of Adult Corrections, Juvenile Corrections, Probation and Marriage Conciliation."

Thus the Deputy Commissioner has responsibilities for the whole of the Corrections system, yet in the organizational job chart this is not illustrated.

The Deputy Commissioner has four senior positions reporting to him/her. These consist of:

- Chief of Administration (plus four support staff)
- Chief Investigator
- Chief of Information Systems and Statistics
- Co-ordinator of Training

We are informed that the position of Special Projects Officer, which appears on the organizational chart has been lost since the former incumbent died some years ago.

We are aware that informally the Staff Training Co-ordinator's duties lie exclusively with Adult Corrections since the remaining Directorates have for some time had their own staff-training co-ordinators assigned to them. We further query why this position continues to be under the authority of the Deputy Commissioner when logically it clearly belongs to the Adult Corrections Directorate.

a) Chief of Administration

The Chief of Administration is responsible to the Deputy Commissioner and is accountable for overseeing fiscal responsibility management and policies; monitoring the compliance of accounting and personnel systems with established policies and procedures; development of correctional standards; the articulation of the philosophical base and objectives of the division; and monitoring the appropriateness of the standards within the operational guidelines .

b) Chief Investigator

The Chief Investigator's responsibilities are to investigate and report on unusual occurrences within the Corrections Division, such as the mismanagement of the Corrections system; investigation and reporting on complaints submitted by other government departments, inmates, staff, probationers and so forth. As part of a Correctional team, the Chief Investigator audits the administrative operational and programatic aspects of correctional institutions with specific attention to inmate security programs; the state of the physical facilities; of staff and inmate morale; checks the practices within institutions against the Standing Orders and recommends necessary changes either to the practices or to the Standing Orders. S/he is essentially an in-house ombudsman insofar as s/he has the responsibility of ensuring that the institutional administration keep both staff and inmates aware of their legal rights and responsibilities. S/he is also the person

responsible for mustering forces in the event of the breakdown in the Correctional system, such as strikes, walkouts or prison riots.

c) Co-ordinator of Staff Training

The Co-ordinator of Staff Training has the job of:

- Planning, administering, monitoring and co-ordinating training programs for the divisional personnel.
- Co-ordinating staff in in-service and out-service training programs. That is, within the Civil Service Commission, university and community colleges.
- Evaluating the effectiveness of training provided from all sources.
- Maintaining records of staff involvement in training programs and costs.
- Performing other duties as required, such as assisting managers in preparing annual training estimates, briefing individuals and groups on training programs, attending course seminars and workshops to improve job skills; representing the division with trainers from other jurisdictions, deciding which correctional courses are acceptable as equivalence to the division and so forth.

Section 1 alone in this job description entitled Appendix A is worthy of quoting in full. Section 1, entitled "Plans, administers, monitors and coordinates training programs for divisional personnel by:"

- Discussing staff training with operational Directors to obtain the recommendations regarding the training of their staff.
- Finalizing data on training needs to determine training policy.
- Proceeding within the guidelines as stipulated in the divisional training policy.
- Instructing staff as trainees in the development of lesson plans, precis and exercises as to content, presentation and methodology.
- Scheduling training programs to ensure progression.
- Maintaining data on and ensuring the provisions of training facilities, equipment and resource trainers.
- Supervising resource trainers assigned to courses.

- Monitoring the work performance of trainers.
- Preparing administrative correspondence and maintaining training records and reports.
- Providing advice to divisional managers with regard to all training matters.
- Maintaining an inventory of training aides, literature and equipment.
- Preparing and ensuring the implementation of needs, studies conducted to identify the requirements for specific types of training.
- Participating in courses as Course Manager/Instructor.
- Monitoring of institutional training budget and advising managers on budget expenditures.

Here we have a total staff of one who determines what the educational needs are by consulting with Directors; makes recommendations on training needs; essentially establishes a curriculum; identifies the philosophy and guidelines of training programs; instructs staff who are trainers in how to train, how to write, how to plan, how to present and what the methodology is; schedules the training programs; assures that they are carried out; supervises the trainers as they are assigned to their courses; monitors the performance of the trainers; does the correspondence; maintains the records; types the report; advises the divisional managers with respect to their training matters and so on and so forth; and all this is done on the basis of qualifications which require only normal graduation, that is to say the B.A. level in either Education Arts or the Social Sciences, with some related experience and six months on-the-job experience. This in fact only involves part of the job as we have not discussed in detail the other four areas of his duties which may very well involve 80% of his time. We find the qualifications and the job description that the qualifications which are supposed to match it to be an incredible relationship.

CHAPTER III ADMINISTRATIVE ISSUES IN ADULT CORRECTIONS, 1983

A. Policies

Our opening historical section has made reference to the area of correctional policies. We have seen earlier that the concept is only vagualy described and defined in the Manitoba Corrections Act. There is no written provincial government policy on community corrections and there is no corrections administration policy statement that has come to the attention of this Committee on community corrections, except in a fragmented and incomplete way. We have argued that documents such as The Rise of the Sparrow, which could have been very important in establishing a community correctional philosophy for the Province of Manitoba were never made official. Where they are followed, they appear to be followed only in a piecemeal and disjointed fashion with lip service frequently being paid to various clichés found specifically in the Sparrow and certain Federal statements of policy. Policy has not been articulated in any sort of formal comprehensive way.

In the absence of an encompassing, co-ordinated departmental philosophy and policy for Corrections in this Province, it is understandable that we fail to see any clear linkage between the activities of the Adult Corrections Directorate and the activities of the Commissioner and the Deputy Commissioner of Corrections offices. Whether this holds true for the other divisions of the Corrections Department is beyond the scope of our inquiry.

Secondly, there is a question of the degree to which the existing fragmented correctional policy fits with the judicial criminal process in the Province.

B. Policy Implementation

The implementation of this fragmented policy has been particularly weak. Efforts to develop a statement of principles was initiated in 1978. This statement was apparently accepted by the Adult Corrections Directorship and was then forwarded to the Deputy Minister for review and approval. For reasons unknown to us, the Office of the Deputy Minister made no response to the principle statement. Further policy development did not take place.

The Adult Corrections Policies and Procedures Manual currently in use has never been officially authorized by the appropriate authorities. In the absence of an official Provincial statement on corrections and in light of what we perceive as significant diversions and variance in correctional philosophy and attitudes voiced among headquarters senior staff, we raise a skeptical concern about the direction and the consistency of the implied philosophy behind this document.

In the absence of clear cut policy guidelines from the Directorate and Administration, the effects upon those continuing to keep up operations and custody have been to force them to make piecemeal changes frequently of a nature inconsistent with any kind of correctional philosophy. Inconsistency, therefore, is the outcome and also the characteristic of the institutions' custodial and programmatic operations.

C. Programs: Operationalization

At the Management level of Headingley Correctional Institution, there has been a rapid and frequent turnover of superintendents, a problem compounded by position vacancies of long duration which are filled on an "acting" basis. In the absence of clear cut policy guidelines from the Administration and Directorate, the effects of those continuing management changes have been most deleterious. For some time, it would appear that inconsistency has become a key characteristic. For example, the Institutional standing orders have not been significantly updated since the mid-seventies, even though considerable changes have

"informally" been made in operational procedures since then. Institutional practices have thus, on more than one occasion, proven inconsistent with the expectations of both institutional management and/or Headquarters staff.

This historic inconsistency in formal and informal policies and procedures is further aggravated by the existence of a serious conflict between the SIP and the CCO which, it would appear, cannot be controlled either by the Superintendent nor the Headquarters staff. To elaborate, respondents to the Review Committee have indicated that on more than one occasion serious rifts have developed over issues, which some regard as being serious security matters. This sort of breakdown of control in the institution, if and when it has occurred, has serious implications for staff, inmates and administration.

Both the Supervisor of Inmate Programs and Chief Correctional Officer as well as the Superintendent of the Institution and all of the staff respondents we have spoken to, have drawn attention to the severely strained relationship which exists between the SIP and the CCO. In his first meeting with the Review Committee, for example, the SIP expressed this conflict quite clearly, that his (the SIP) goal was to bring about a revolution to the way clients are treated and handled in the institution, and that the CCO who is from the "old punishment" model orientation, was diametically opposed to him and that battles were an ultimate result of this.

It is clearly evident that anything as important as the community Corrections Policy, the relationship between Security and Programs and the whole host of other program structures and policies related to these fundamental issues, seem to be decided at the secondary management level of institutions, with acquiesence from Adult Corrections Directorate and Administration of Corrections for Manitoba, in that they have permitted this to continue. The issue here is that of multiplicity of policies, a pattern which extends up and down from the institution to the administration. Conflict is the inevitable product of this lack of policy co-ordination.

The second issue is the sources of the origination of this policy. Again this is not taking place at the Adult Corrections Directorate level, but at secondary administrative levels of the institution. Adversely that policies coming down from the Directorate are either ignored, misunderstood or failing to be delivered so that secondary management levels at the institution feel it is up to them to generate and put into operation such programatic concepts as the living unit program and a temporary absence program marginally directed by the Directorate.

D. The Pyrrhic Victory

Pyrrhus exclaimed after the battle of Asculum in Apulia:

"One more such victory and we are lost"

At the institutional level at Headingley, the introduction of the Treatment/Rehabilitation model into what had previously been primarily in the domain of a Security/Custody operation resulted, as we have already indicated above, in the tug-of-war between what we are terming a Custody and a Program side of the battle.

The rehabilitative idea, once having established a foothold in the early 70s, seems to have won a battle for a change in the way in which jails operate in Manitoban society. However, the Committee believes this victory is at best a Pyrrhic victory which seems to have resulted in a situation in which neither Security and Custody nor Treatment/ Rehabilitative or developmental models of programs have achieved or are maintaining any sort of minimum standard of operation. The inmates, the correctional officers and the counsellors to whom we spoke during our visits to Headingley Correctional Institution seemed to be one mind with respect to "program". They all argued for various reasons and with various points of view that for all intents and purposes, there were no programs in the institution. The form may have been there, but the essence was certainly missing. On the other hand, many of the ranking officers on the floor expressed the views to us that the security and custody was also suffering very

severely. Although many of them tended to attribute this to the battle between the supervisors of Programs and Custody, alluded to earlier, it seems obvious to the Committee that the problem is one of much longer standing than the personality differences between these two supervisors. Both our interviews and our search of available documentation have lead us to believe that a temporary compromise was reached in the mid-70s between Custody and Programs that has resulted in the inadequate development of the Program side and the deterioration of the Custody side.

What is the role of the Adult Corrections Directorate in this controversy? Here again a strong, committed and balanced stand on the part of the Directorship to try and integrate and develop both a custodial and a programmatic side of the institution is lacking. The Directorship seems to be reacting rather than leading in all of these incidences. At the institutional/administrative level, there seems to be a need for more accountability of each staff person to the next line of command rather than what is happening currently between the annexes and the main institution where numerous cases of insubordination are complained about by our respondents at rank level. Finally there is seemingly no distinction being made between what is program and what is a matter of institutional management. This sort of confusion seems to prevail through the whole of the institution and possibly beyond into the correctional system in Manitoba as a whole, as a result of weak, confused, conflicting administration in lines of command.

E. Administration

The highly unorthodox organization at the administrative level of Corrections in Manitoba would appear to be significantly responsible for many of the problems found at Headingley Correctional Institution. An organizational structure in which the Director of Adult Corrections would be held accountable to a Deputy Commissioner, who, in turn, would be directly accountable to the Commissioner, and

so on up the line to the Minister, would enable analysis of problems to discover where the breakdown is and make corrections at that particular spot. What we have instead is a situation where as stated earlier, the Director of Adult Corrections reports directly to the Commissioner rather than to the Deputy Commissioner.

The Deputy Commissioner appears to be from organization charts, at the same level of power as a Director of Corrections. The Deputy Commissioner has under his jurisdiction four important staff functions who are responsible for the whole of the correctional system in the areas of evaluation and auditing of management and operational procedures, overseeing fiscal responsibility, facilitating personnel management and the ensuring of compliance with legislation, as well as other responsibilities as outlined earlier in this report. In addition, on paper at least, these responsibilities encompass the whole of the Correctional Division, yet 80% of the time spent by the Deputy Commissioner and his staff is in the area of Adult Corrections. The reason being that the other departments reporting to the Commissioner seem to be running on their own steam and that Adult Corrections is in need of constant attention as well as being the biggest both in budget and in manpower. Yet the Deputy Commissioner with this staff and with these responsibilities, does not have the organizational authority to intervene in the operations of the Corrections Directorate.

The Adult Corrections Directorate on the other hand is crippled by a small staff of assistants and secretaries in the area of Operations, Programs and Administration, who do not appear to be able to manage or direct the six institutions and remaining two work camps located in the Province. In his memo to the Commissioner of Corrections, dated June 9, 1983, the Director of Adult Corrections states:

> "With all due to those currently filling headquarters support positions, they do not have the knowledge, experience or presence to carry out many of the functions required of support persons to the largest directory in the Corrections Branch."

And further:

> "For the most part, all three employees do an acceptable job within their prescribed areas, but because of their level of training and experience and lack of credible "rank", are limited insofar as responsibilities that can be assigned to them".

The weight of the management of the whole of the adult criminal system in Manitoba therefore appears to be falling on the shoulders of one person, the Director of Adult Corrections. Clearly he has to rely very heavily upon the self-sufficiency, efficiency and effectiveness of his superintendents. When this breaks down for one reason or another, the situation is a serious one, as there does not appear to be any staff on hand that can move in to remedy the situation. As such, the issue appears to be two-fold:

- An organizational staff structure which does not permit the development of qualified staff and supervisors to move in and aid the system at points where it is breaking down.

- The existence of a multiplicity of lines of reporting upwards, either to the Director of Corrections, the Deputy Commissioner or the Commissioner, each of whom appears to be running a separate ship moving in three directions at the same time. In addition, the Director of Adult Corrections therefore lacks people with necessary skills and experience to assist in administration, operations and program development and the guidance of supervisors of the institution.

  The Deputy Commissioner's office, which has more adequate resources, is unable to direct and supervise because it does not have this authority as far as the organizational structure is concerned.

  There is more than a hint of duplication, at least on paper, of the roles of the support staff in the Adult Corrections Directorate and some of the support staff in the Deputy

Commissioner's Department. Why this should be so is not clear. We do not see qualities which make it either rational or desirable.

The next issue of leadership from the viewpoint of the Superintendents and institutions looking upward is again a lack of clarity as to who the boss is. Is it the Director of Adult Corrections, who appears to be operating a very weak directorate, lacking the skills and talent, resources and staff; or the Commissioner who is responsible for the whole of the Corrections Division; or the Deputy Commissioner who has a pool of resources? Clearly, the superintendents and their appointees will have to make choices at different times as to whom to report. This means different lines of authority, different responses, different interpretations of policy, different policies and different solutions. The matter is very confusing indeed. Correctional officers at Headingley have indicated that the existence of this confusion at the Directorate level and at Headquarters level results in the by-passing of the Superintendent in the institution in both directions, that is both up and down.

A further issue seems to be that apart from some of the staff in the Deputy Commissioner's Department, there is a general want of skilled persons within the Adult Corrections system who could be moved in to the Directorate to assist the current Director of Corrections. Perhaps the shoring up of the Directorate by the addition of the position of Assistant Director of Corrections could make a great difference, however, the problem seems to be the lack of such a person in the system and adequate resources to develop appropriate professional positions. Attempts to try to hire people when competitions are held seem to draw few applicants because of the inadequacy of the remuneration offered for these jobs in national competitions. Therefore it appears that the Directorate of Adult Corrections is thwarted by insufficient human resources and insufficient budgetary resources and/or ministerial approval to be able to improve the quality of administration.

Solutions for this dilemma would appear to point in the direction of a total reorganization of the Directorate and Headquarters of Corrections; changing the organizational structure; moving staff into more logical positions and rationalizing the whole system so that people are deployed where they are needed, so that people are deployed where they have skills to carry out their assignments, so that the work which needs to be done to put the system into an operating order can be carried out efficiently, quickly and with a degree of finesse.

Finally, with respect to leadership, there does not seem to be any consensus on Correctional Policy. Even operating at the most pragmatic level, there appears to be a conflict model operating in which quite different viewpoints of what ought to be done within the Correctional system are striving to exist.

F. Information Flow

The most immediate impression a person from the outside receives on entering either Headquarters or Headingley is the rampant rumor-mongering which occurs at all levels. The reason for this is there appears to be no functioning information dissemination system. As a result, messages from management decisions are transmitted through a variety of fashions, which on many occasions leads to serious distortion in purpose and content.

The information flow upwards is as equally distorted. The Corrections Division is presently saddled with an antiquated method of statistical collection. To our knowledge, neither the Adult Corrections Directorship nor the Office of the Commissioner have developed plans to improve the information base. The consequences of this absence of management and operational data make planning and evaluation a haphazard activity.

CHAPTER IV INSTITUTIONAL ISSUES

A. Middle Management

The current administration at Headingley Correctional Institution exhibits an acute vulnerability towards administrative chaos and disorganization because of a number of inter-related factors. These are outlined below:

1. Multiple and Conflicting goals

We have earlier indicated that clearly defined direction and goals for the adult correctional system of Manitoba have not been forthcoming from the Corrections Division. In its place, Headingley Correctional Institution has received conflicting messages from senior Headquarters staff about the type of operation it is expected to carry out. These messages, it would appear, reflect conflicting ideologies with respect to security and programs. At the same time, institutional managers display divergent expectations about how the institution should be run and have frequently met head-on in debate. With no consensus of operational goals at senior levels, neither long term nor effective daily management of the institution is attainable.

2. Administrative Gaps

Key positions have been left vacant for inordinate periods of time without provisions for competent, authoritative back-up as replacement. The following examples illustrate this point:

- There is no Deputy Superintendent for the institution. The Superintendent has indicated that the responsibilities associated with this position are now joint-shared by the SIP and the CCO, however, it is not clearly defined or delegated who shares which aspects of the job. This has quite evidently over-burdened all three remaining managers, and indeed much of the administrative functions associated with the job, such as the handling of staffing issues, maintenance of the standing orders, have been abandoned. In other cases,

the responsibilities assigned are conflicting. For example, the CCO also serves as the Chairman of the Discplinary Board, which essentially destroys any concept of impartiality or independence previously associated with the Board when it was the Deputy Superintendent's responsibility.

- The current incumbent of the CCO position is (since June) on sick leave, and there is direct and very real concern that an adequate replacement from both security and an administrative perspective does not exist in the institution.

- There is no Supervisor of Counselling. The Supervisor of Institutional Programming has indicated that he is fulfilling this function, however, we see no evidence of this, as according to the counselling staff, no supervision of their work has been taking place on a regular basis for some time.

- There is no Supervisor of Classification. Since the secondment of the Supervisor of Classification to Headquarters, this position has remained unfilled. The Placement Officer is partially required to function in his place, but has not been given the authoritative acting status to carry out any duties. The skeletal classification system which existed, is completely broken down.

3. Administrative Weaknesses

Among the three institutional managers who have been responsible for the daily operation of Headingley Correctional Institution, there would appear to be serious organizational deficiencies evident with regard to their respective performances within their various realms of responsibilities. We are well aware that the individuals functioning in these positions are doing so under extremely compromising conditions given the administrative gaps outlined above, in conjunction with a period of restraint which has cramped the operation of Headingley both in terms of facility and programs. Nevertheless, on the basis of our information which comes from a multiplicity of sources, we hold firm that the managerial style which the Headingley administration exhibits is further aggravating already difficult working conditions for staff, and unbearable living conditions for inmates.

It was made clear to us by both institutional staff and senior members of the Headquarters staff that the incumbent of the Superintendent's

position has not demonstrated either the organizational or the administrative ability to run an institution of Headingley's dimensions. Specifically, he does not hold the confidence of either staff or senior administration, and hence does not hold the authoritative power to complete effective decision-making. Further evidence to these statements is the fact that Headquarters is constantly interfering at various levels in the running of Headingley, and by the fact that staff will frequently go directly to Headquarters to have a particular issue dealt with because they view the Superintendent as ineffective.

He does not appear capable of controlling his subordinate managerial staff so that they function in a compatible, consistent and professional manner, despite their diverse personal differences of opinions.

a) Implementation of Living Unit Concept

A As we have pointed out earlier, a polarization of staff occurred with the introduction of program activities in the early seventies. This polarization, it would appear, has been exacerbated by management's inability to plan, implement and monitor program development, for example, with the introduction of the Living Unit Concept to the Annexes, a major shift in philosophical orientation and institutional procedures was implied for Headingley. We were, however, unable to find any formalized document authorizing this program activity. Nor would it appear that specific organizational and operational procedures are even yet in existence for the program. The Living Unit Concept* is normally defined as an offshoot of the "therapeutic community" approach, whereby staff/inmate relationships become formally linked in a democratic participation process which encourages positive behaviour. It is assumed this will promote successful reintegration of the inmate into society and rehabilitation. This program is operationalized through:

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* The Living Unit Concept was developed by the Correctional Service of Canada and first implemented in 1970 at Springhill Institution (Unit 10). Essentially, the Living Unit Concept is derived from experiments in the application of the 'therapeutic community' idea (as defined by Maxwell Jones) which took place in various American correctional institutions (the Dannemora Project, C-Unit). The Living Unit Concept has been adapted in other jurisdictions, including the Saskatchewan Correctional System.

- the creation of small, independent "living units" for 20-40 inmates;
- the flattening out of the hierarchial reporting structure for staff;
- the assignment of more responsibilities for the daily management of the living unit, to both line staff and inmates;
- a reduction or removal of layers between inmates and staff who make decisions about the needs and plans of the inmates; and
- an integration of the program/security aspect of management in line staff functions.

It is assumed that direct benefits for both security and programs will result. Better staff/inmate relationships will encourage 'dynamic' security, that is, positive communication between staff and inmates will result in fewer incidents. Conflicts, if they emerge, will be resolved more readily through effective communication. Reliance on 'traditional' security methods such as physical coercion and confrontation will be minimized. The creation of a positive living environment will further encourage a positive attitude in inmates and increase participation in available programming opportunities.

The overall planning for the program in Manitoba sought to transpose the experiences of other jurisdictions without adequate consideration and evaluation of the theoretical foundation behind the concept. The application of this program was not appropriately adapted to the institution's particular population mix. The program was introduced in the Annexes, but the Annexes house relatively short-term inmates or those near the end of their sentences. It is in direct competition with the Temporary Absence and Work/Education Release program, which operates from Annex B. Finally, there is no cross-cultural awareness component to any aspect of the program.

The requirements for resources to retrain adequate staff* and to provide

* A three-week training session was given, which attempted to cover a complete range of topics heretofore unfamiliar to the correctional officers, such as counselling technqies, report writing, behavioural psychology, in addition to revised security methods.

credible program activities were not available. What occurred was that the goals of the program as communicated by management to staff in the initial phases of the program have not been attainable ones. The program design for each Annex, as set out in the training session, has not been implemented. Communication between supervisory, management and line staff was completely broken down at the time of our review. No 'team meeting' or consultations were taking place. The transfer of authority and responsibilities to line staff was not occurring in any meaningful way.

Inmates we spoke with were equally in the dark as to what the objectives of the Living Unit Program were. Many viewed the actual creation of the new program as a punishment in itself, since it separated them from the main institution. Some had the impression that the Annex Program 'labelled' them in a negative way. Others regarded participation in the Living Unit Program only as a necessary prelude to obtaining a Temporary Absence Pass. It created problems for the inmates in a number of areas including AA meetings, recreation, splitting the native population, and causing difficulties with respect to maintaining contact with their counsellors in the main institution.

Considerable negative feelings have been generated by staff about the "administrative bungling", unfulfilled promises and lack of support they have received. The Chief Correctional Officer has created the impression that Annex staff would not be welcomed for re-deployment in the Main Institution, which, they feel, severely limits any possibility of advancement. Moreover, Annex staff were "promised" reclassification as Correctional Service Officers, but meaningful discussion about an application for reclassification is being blocked by institutional management to this day.

Under such conditions, the program is unable to function. Recent indications are that the morale of both staff and inmates is dismally low.

b) Conflict within management

The Living Unit Program is a major bone of contention and part of the fundamental philosophical argument between Security and Programs at this institution. It would seem appropriate, if not imperative, that the Superintendent clearly and formally guide the Institution in a firm direction. However, we have the impression that the Superintendent is continually swaying from one philosophical camp to the other. These conditions are very confusing for staff. Effective communication and consultation between management and staff has not been possible. Our review of the Joint-Consultation Meeting minutes* further confirm our view that substantive issues of importance to both management and staff are not aired in a constructive fashion, nor is a constructive resolution pursued. Not even on an informal basis would it appear that communication takes place. Neither the Superintendent, the Supervisor of Institutional Programs nor the Chief Correctional Officer make regular rounds or inspections of the institution. Indeed, it was pointed out to us that neither the Superintendent nor the Supervisor of Institutional Programs have been seen on the other side of the main control gate for months.

With specific regard to the subordinate managerial staff, that is the SIP and the CCO, we are of the opinion that their manner of conduct with regard to both administrative and supervisory aspects of their work is sadly lacking.

Compounding the issue is the very real question of multiple lines of authority. Annex staff who formerly reported upward through the ranks to the Duty Officer and then to the CCO, suddenly were moved to a reporting route through the Annex Program Supervisor and to the SIP, which essentially split them from Security. Since they remain Correctional Officers, and since the Chief Correctional Officer is ultimately responsible for the deployment of Correctional Officer staff throughout the institution, he has on occasion pulled men from the annexes to

* These are monthly meetings between management and staff representatives.

cover main institution positions. The officers themselves remain somewhat confused as to who in fact they are expected to report and to adhere to, since they are claimed by both the SIP and the CCO and the Superintendent has not adequately clarified to whom in fact they belong. This state has led to innumerable conflicts and confrontations between Security and Programs.

With regard to the Supervisor of Institutional Programs, we are concerned about:

- his method of dealing with his colleagues at the management level, which strikes us as highly unprofessional;

- his organizational ability, which seems widely deficient. His programs, such as they exist, are highly abstract and in some cases, non-conforming to the reality of Headingley Correctional Institution. Program goals, procedures and criteria are not formally articulated and authorized;

- his supervisory deficiencies, in that he does not engage in regular communication with his staff, nor does he engage in objective monitoring of their work;

- his manner in dealing with staff at all levels and from all areas within the institution, which is repeatedly reported as being exceedingly arrogant, abusive, inconsistent and unpredictable, which, above all has created an atmosphere of intimidation to an extent that it is seriously undermining the daily operation of the institution;

- his arbitrary method and manner in handling inmates.

The senior administration at Headquarters is currently reviewing the status of this individual within the institution. Since many of our concerns about this individual relate to his apparent abuse of power and staff and inmates, we caution that it would be detrimental to the correctional system to employ this person in a position where he would be supervising either staff or clients.

The Chief Correctional Officer as well has caused us concern in the following areas:

- his unprofessional conduct in dealing with his colleagues at the management level;

- although he is engaged in more regular communication with his staff, he has on occasion been reported as abusive;

- his inability to maintain discipline and consistency in the operation of shifts and the deployment of staff.

We note that the personality issue has tended to cloud the deeper issue of the actual performance of these individuals and the functions which the positions they hold are expected to perform. As a Committee, we have made every effort to view this objectively, and to take into consideration the vulnerability of their situation within current conditions at Headingley. We have attempted to sift the personality issue from the administrative/managerial question we face. With regret, we have come to the conclusion that the current administrative structures is not compatible with any of the various directions the institution takes. Secondly, we have come to the conclusion that the performance of all these individuals in their respective ways, has heavily contributed to the administrative problems you have asked us to address. Further, they represent a principal factor in the serious and debilitating question of the institutional morale from both the perspective of staff and inmates.

4. Staff Selection and Deployment Practices

a) Requirements

In the past, recruitment and hiring standards have been kept at a minimum level in the Corrections area. It is argued that this has been the result of a historical failure of Corrections to attract high quality personnel because:

- Corrections has a poor professional image, and is, therefore, regarded as a tainted field by those individuals seeking employment and careers in the social services area; and

- In the Winnipeg area, there are better opportunities, with higher economic benefits and working conditions available within the Correctional Service of Canada (Stony Mountain).

in good economic times, employment in Corrections at the provincial level is regarded by many as a last resort.

Secondly, it is argued by senior Corrections staff that the personal qualities required for staff who work in institutional settings do not necessarily conform to academic ability or qualifications. More appropriately, they relate to an ability to effectively relate to inmates. These qualities are elusive and undefined.

However, what in fact has emerged is a chaotic system which has neither attracted nor cultivated positive organization attributes in staff. Because there are no set goals for Headingley, and because those which informally exist are diametrically opposed, this selection process has evolved into a system where individual employees reflect a complete range of attitudes and behaviours to their profession and to their clients. Little attempt has been made to ensure that staff are deployed according to their skills and ability. Other factors have come into play. Above all, family connections have interfered with the selection process and, it has been suggested, the promotion process. Administrative people as well as line staff, have indicated that promotions do not appear to adhere to principles of excellence, efficiency and abilities, but rather to fealty. Adherence to Correctional policies, standards and procedures is not the road to promotion, but rather the surest and shortest road seems to be to attach oneself as loyal subject to that person in administrative authority who most promises chances for personal advancement. Both Security and Programs have suffered under this system.

CHAPTER V SECURITY ISSUES

A. Security requirements

It strikes the Committee that a realistic, objective assessment of the security requirements for Headingley Institution has never been conducted by either Headquarters or institutional Management. Certainly everyone the Committee spoke with, at all levels, had an opinion about what the security requirements should be. In many cases, the opinions expressed were based on lengthy experience in the institution. While all of the opinions had merit, we respectfully suggest that for the most part they are based on philosophical leaning rather than on objective consideration of the facility, the type of client, and the available resources.

In its current state, the security force at Headingley is required to operate under conditions where:

- the facility is in a state of disrepair. Headingley consists of an inadequate out-of-date facility and frequently non-existent equipment for handling and housing dangerous and difficult offenders, and especially those who have mental/psychotic problems;
- the inmate population ranges from minimum security to maximum security, and includes a remand population of various categories of risk;
- two correctional ideologies are operating, one which sees their role in the traditional/militaristic sense of lock-up institution, and the other, which defines their role as both counsellor and guard;
- lines of authority are blurred and clouded by rampant conflict and confusion at the management level; and
- no authoritiative document (standing orders) indicating the proper rules and procedures applying to the institution exists.

Under such conditions, the security function has been understandably inconsistent in its handling of inmates. Because the senior levels of administration have been negligent in providing policy and rationale planning for Headingley, the institution has become victim to a plethora of borrowed ideas in an attempt to compensate. These ideas run the full gamut of correctional philosophy - from Emergency

Response Team to the Living Unit Program, but none of them have ever received the financial and administrative support to be run efficiently and effectively.

The Emergency Response Team was introduced at one time to function as a disturbance/riot control unit. But its purpose was never identified; its procedures and methods were not identified and its selection practice were open to dispute. No time or provision was allotted to train or maintain the team. Ultimately, it faltered and now the institution relies on the Winnipeg Police to handle crisis situations. Yet a competent team, trained in various crisis-response techniques could, in some cases, diffuse a potentially explosive situation.

The central issue is, however, that an appropriate level and style of security, which is both compatible and responsive to the inmate population, needs to be designed.

Minimum Staffing Pattern

The current minimum staffing pattern at Headingley calls for twenty-one Correctional Officers to be located in the main institution and annexes at specific sites. This figure was established by the Adult Corrections administration, in conjunction with the MGEA in 1980. It was pointed out to us that this figure has not been reviewed by managment to take into consideration either the substantive increase in inmate population which occurred since the introduction of programs or the changes in deployment and workload implied through the introduction of the Living Unit Program to the annexes. In its report to the Committee, the MGEA has recommended that a 20% increase in staff be made throughout the adult correctional institutions. We would argue that at this point, it would be premature to recommend a change in the staffing pattern, until an institutional management policy, which would include and define the nature of and distinguish requirements for security be established.

B. Inmate Discipline

A key problem area which the Committee has found, concerns the apparent inconsistency with which inmate displine is handled in the institution. This includes the handling of daily disciplinary problems by line staff through to the structure and procedures of the institutional Disciplinary Boards.

The principal concern we raise surrounding the daily operations of the institution relates to the absence of clearly defined rules and expectations for behaviour from both staff and inmates alike. Currently, Correctional Officers at Headingley have no authorized document which provides them with a clear definition of expected professional conduct, nor are they provided with a handbook on institutional rules and procedures. It was indicated to us, by staff at all levels, that the expectations and procedures identified in the Correctional Officer orientation and training program are not adhered to on the floor. Nor do the out-of-date and incomplete Standing Orders provide direction. What has evolved is an informal style of operation based on tradition and experience over the years. The operational style may also vary between shifts, shift leaders and duty officers. Whether the various styles of operation reflect a sound basis for Manitoba corrections is a matter of grave concern to this Committee.

For inmates, the expectations for behaviour are also undefined. The inmate Handbook, which is provided at admission, does not, in any clear way, indicate what conduct is required, nor does it indicate to the inmate the extent of his rights and privileges during incarceration.

Since the introduction of the Living Unit concept and "generic Officer" training, roles and expectations for both staff and inmates have become even more confusing, since the 'rules' fundamentally change according to whether one is situated in the main institution or the annex. Two separate and distinct Disciplinary Boards are currently operating. Both are headed by institutional personnel. However, it has come to our attention that they offer significantly different types of punishments for similar offences. These inconsistencies apply to both the handling of minor and major violations. Coercive measures, such

as the use of segregation (the hole), prevail in the main institution. In the annexes, disciplinary problems are handled through the imposition of sanctions, such as denial of privileges (for example, watching television). While we recognize that the "style" of operations are intentionally different between the annex and the main institution, we point out that from the perception of the inmate, the inequality in the disposition of punishment for similar offences is seen as unjust. We have reason to believe that under the current situation, not only are the Boards inconsistent with respect to each other, but there are inconsistencies in each Board's own decisions. In some cases, decisions seem highly personalized, relating more specifically to institutional management than the interests of fairness and justice.

Since the imparting of the meaning of justice and fairness is what the correctional system is all about, an investigation of the operation of these two Boards is required.

C. Incidents and Investigations

Incidents occurring in Correctional institutions can be broken down into three broad categories, all of which, in our opinion, apply equally to staff and inmates. The first concerns those incidents which involve a violation, either of a minor or major nature, of institutional practices and regulations. The second category relates to incidents which concern matters relating to Canadian human rights legislation. Finally, the third category relates to those incidents in which a violation of the Criminal Code of Canada or Provincial law has taken place.

The Committee has rather serious concerns about the current investigatory procedures which the Corrections Division applies to all three categories of incidents. Further, the Committee is concerned about the adequacy of mechanisms currently in place to deal with the issue of grievance and redress. These are addressed below.

1. Investigations

Our first concern relates to the role of the Chief Investigator,

who is retained by the Headquarters Administration. According to the job description for this position, the function of the Chief Investigator is to examine upon request the following:

- irregularities in the system;
- unusual circumstances;
- escapes
- complaints;
- institutional security and physical condition of the plant; and
- to provide assistance in institutional audits and inspections

Our observations of the investigational process over the period of this review leave us unclear as to the extent to which the responsibilities of this position relate to the three categories of incidents above. For example, we are aware of involvement on the part of the Chief Investigator in incidents concerning human rights violations (sexual harrassment); and we are aware of cases in which the Chief Investigator has had exclusive involvement in alleged infractions against the Criminal Code. We question whether the best interest of justice are served in this manner, since there are in existence appropriate bodies to handle these various types of occurrences.

For example, incidents which involve some violation of the Criminal Code may not even be handed over to the Attorney-General's Department. The reasons indicated by senior Correctional officials for this were somewhat vague. The example was given of cases which involve assault against inmates. Depending on the circumstances and the nature of the assault, some inmates are reluctant to press charges, and, therefore, involvement of the Attorney-General's Department is not sought. But, we note, inmates are in a dependency relationship while incarcerated. To press charges may be viewed by the inmates as simply asking for further reprisals, since they, the victims, are not at liberty to isolate themselves from their assailant. This raises the serious issue of whether procedures for

laying charges are adequately tailored to meet the needs of this segment of the population.

Secondly, the Correctional Investigator reports through the Deputy Commissioner through to the Commissioner. Ultimately, it has been the Commissioner who provides the decision as to the appropriate method of investigation for these categories of incidents. The Correctional Investigator cannot be considered an independent, impartial body under this set of circumstances. This is a criticism which has been raised on other occasions by individuals within the system in addition to outside agencies, such as the John Howard Society.

There are other avenues which individuals working in the system or incarcerated in the institution can approach to have matters of concern investigated. These principally are the Ombudsman and the Office of the Minister. It was however indicated to us by the Correctional Officer that occasions occur where complaints forwarded to these offices are funneled back to the Correctional Investigator for investigation. This method of operation cannot be considered acceptable.

2. Grievances

a) Staff

From our observations at Headingley Correctional Institution, it would appear that appropriate channels for complaints for all three categories discussed above are unclear to staff. With respect to management issues, procedures are clouded by confused lines of authority, which we have discussed in various areas of this report. This is further aggravated by ineffective communication and decision-making on the part of management.

The MGEA handles grievances on issues relating to aspects of the Collective Agreement. However, there is reason to believe that in some circumstances staff are reluctant to use this process for fear of reprisal from management. A number of complaints which they registered with the committee were issues which, to the best of our knowledge have not been raised with the Union.

In some cases, particularly those of a sensitive nature, a lack of concern for confidentiality by management in their investigations has hampered an effective complaint procedure. Staff who may have legitimate complaints or issues to raise may refrain from doing so for fear of reprisal from other staff who may be involved as well. This has proven to be a particularly difficult area in cases where the issue at stake straddles the border between being a concern of management and an alleged criminal offense.

b) Inmates

Inmates at Headingley may form a Resident Council, which according to Institutional Management is a mechanism through which the population can relate their concerns about their welfare and the running of the institution to management. In addition, the Council is also responsible for assisting in the organization of various social and recreational activities for the inmate population.

Historically, there have been a number of concerns about the ability of this "Residence Council" to function effectively. A major concern which we would like to raise is the apparent interference Headingley Institutional management makes into the election of officers for this council. Until recently, inmates with certain security tags were not permitted to run for election, which meant that individuals who wished to stand for election, may have been prevented from doing so.* Additionally, inmates who are housed in the annexes are not permitted to formally participate in the Resident Council. During our tour at Headingley Institution, inmate representatives from the Annexes had been selected, however it is not clear to us whether these inmates were in fact the choices of the inmate population housed in these facilities. It is our understanding that the intention was at one time for Annex inmates to have their own separate Resident Council, however, this has not occurred. The question remains whether the

* Currently this has changed, inmates must provide management with a candidate slate. Management in turn indicates to the inmate body the security tag these inmates hold and the mobility restrictions which they entail. It is therefore up to the inmates to decide whether they wish to elect an inmate who cannot move freely throughout the institution.

splitting of the inmate body in this manner by management is legitimate. It was clear to us in our discussions with inmates that this split was not supported by the representatives with whom we spoke. The Resident Council members we spoke with at various times throughout this review, identified such interference as a major problem for the Council.

The Committee sensed that the Inmate Council at Headingley was operating under a certain atmosphere of intimidation. It would appear to us that institutional management are prepared to accept the involvement of a Resident Council in innocuous social events, however, it does not take the Council as a serious body through which the inmates can voice their concerns about institutional management and decisions concerning their welfare. Management indicated to us their perception of the reason for the ineffectiveness of the Resident Council in establishing credibility was that inmates are not interested in such issues, and that given the constant flux in the population, it is difficult for the Committee to maintain continuity. We strongly suggest however that these are the result of conditions which the institutional management has, indeed, imposed on the inmate body, and does not reflect their concern about the running of this institution. Management does not take this Resident Council as a credible body and, therefore, has not attempted to engage itself in any productive communication with it.

Various rationales have been developed for promoting inmate committees and councils in prison. Essentially, these rationales revolve around the idea that inmate committees can provide a means for more open communication between inmates, staff and management. Central views are that the inmates should:

- On humanitarian grounds have a voice in the running of prisons;
- That a democratic experience provides them with more legitimate ways to secure privileges from management; and
- That active participation in the running of the institution improves inmate morale.

The practical consideration remains however, that meaningful participation will not take place without significant restructuring of official values and administrative methods. At Headingley there has been no attempt by management to accommodate an effective voice for inmates.

It is the opinion of the Committee that an effective, well-functioning inmate council is an integral part of a well run correctional institution. In its absence, inmates may feel compelled to resort to violence as a solution. A bona fide Resident Council, complete with a bona fide grievance mechanism would permit constructive mediation to take place. In light of recent disturbances at Headingley, the saliency of this point is well underscored.

It is our opinion that this Resident Council must be organized and structured independent of interferences from institutional management, and that a mechanism be identified through which inmates can air their grievances to management. Should this process fail to result in agreement or satisfaction of either party, we strongly recommend that an outside, impartial third party be available to act as a conciliator, and in all circumstances have the power to render an authoritative decision and act on it. While we recognize that inmates currently do have the right to appeal to the Corrections Department, up to and including the Ministerial level, this route does not ensure impartiality. Inmates may also direct their attention to the Ombudsman, however, the Ombudsman has only the power to recommend. The powers of the Human Rights Commission do not extend to the broad range of issues which are at stake. Nor is the Attorney-General's Department the appropriate body, since its jurisdiction is restricted to matters involving alleged criminal offenses.

What is required is a separate, impartial third party to which inmates can appeal to have issues resolved. We recommend that this body be comprised of professionals and laymen, who are independent of the correctional system, and that they be empowered to hear and act on grievances brought before them.

CHAPTER VI PROGRAM ISSUES

At the Headquarters level, there is no program policy in existence. At the institutional level, there has been various attempts to try to generate programs, some of which have met with less success than others, but none of which have had any authoritative backing and support from either the Adult Corrections Directorate, or the Office of the Deputy Commissioner and Commissioner. Rationale for programs is not defined. These programs, such as they exist, have seemingly attempted to reflect the philosophy enunciated in the Sparrow, but in the absence of both a classification system and an inmate program planning body, are operated in a fragmentary, incoherent fashion.

There has been no effective monitoring by Headquarters of this spontaneous program development. Those in control, within the Adult Corrections Directorate and from the Offices of the Deputy Commissioner and the Commissioner, have indicated that there are program deficiencies in Headingley, in terms of management capabilities of staff, appropriate program staffing and appropriate resources. But we have not witnessed, either historically or currently, any attempt from any senior level to define and direct program expectations for Headingley.

A. Staffing Requirements

Again, with respect to programs, the Committee heard various complaints at various levels about the lack of adequately trained program staff available at Headingley. Clearly, at the supervisory level, the absence of individuals in key positions has had negative implications for the running of the program component. But, as we indicated in our discussion of the Minimum Staffing Pattern, the Committee is of the opinion that until program direction is clarified and program objectives defined, the question of the adequacy of human resources cannot be appropriately addressed.

For example, under the current situation, the main institution's program component is understaffed. But here, there is an attempt by management to

mitigate this undesirable situation through the introduction of the generic officer concept. Officers currently deployed in the main institution will gradually be converted to perform both custodial and program roles. This approach has already been introduced into the annexes.

On the basis of our assessment of the "annex program", the Committee is of the opinion that this training program is foundering, due to the following reasons:

- Lack of authorized, endorsed program planning, including clear-cut realistic objectives;
- Considerable programs drift from the original intentions, including rampant communication distortions from management during implementation and rationalization of the program;
- Inadequate training for staff;
- Insufficient support from management, including communication, consultation and expert advice to line staff.

We therefore are convinced that until the overall direction for the management of Headingley Correctional Institution, in both the programmatic and security sense is provided, any attempt to change over the main institution through this type of retraining will fail because this transition currently exhibits no signs of proper planning and support at the management level.

B. Classification

The whole development of institutional programs is dependent on a series of processing, involving the inmate from the moment that he arrives at the institution. At Headingley, this process is impeded by a number of gaps and deficiencies in the classification process. This is described below:

1. Reception/Intake

The Reception or intake stage is responsible for:

- proper identification of the inmate;
- ensuring that all relevant documents (warrants of committal) are in order;
- a search and removal of personal belongings and effects;
- issuing of institutional clothing and effects;
- medical examination .

This process applies equally to inmates who have been sentenced and to those admitted at Headingley on remand status.

While the bulk of intake occurs Monday through Friday at 14:30, it was indicated to us that it is not uncommon for groups of new arrivals (sentenced and remands) to be brought in evenings and weekends. In some instances, only two Correctional Officers are left to process as many as 10 to 14 inmates. Since the security classification for these individuals has not at that point been established, the officers in this area raised concerns that there is some risk to security in processing inmates in this situation.

A weak point in the intake process concerns warrants of committal. This involves the practice, which has developed over a number of years between Headingley Correctional Institution and the courts, of issuing warrants of committal and holding inmates on them for periods of up to ten days before the judge has signed them. These are referred to by institutional personnel as "dummy warrants" and they say that these are in fact not legal documents. The institution has at least on one occasion in the past refused to accept prisoners on the strength of these dummy warrants.

Of a more serious nature is the practice of doctoring warrants of committal. The Committee has in its possession and has seen a number of other warrants of this sort in the institutional files. This involves

the unauthorized changing of the warrants and constitutes a serious offence in that it is a tampering with the judicial process.

2. Orientation and Placement

Following intake procedures, the remand population is normally separated from the sentenced inmates. According to institutional management, apart from visiting and physical recreation, programming concerns are not applicable to remands. Thus further classification is deemed unnecessary. All remands retained are regarded as representing a high security risk.

The Committee regards this as unduly harsh since it means keeping all remands under high security conditions and prevents them from participating in various activities in the institution. Remands, like sentenced inmates, surely come in various degrees of risk. A classification system of any quality should be able to determine this, especially if the process was to make reference to the frequently extensive files in the possession of the judiciary which are used in the determination of the sentence. A differential system of security is called for.

Although the Committee has not reviewed the Winnipeg Remand Centre and the issue of its replacement with a new facility in any great detail, it would seem that such a facility will not be available for three to five years even if a decision were made to build a Remand Centre with construction starting immediately. We are therefore very concerned about the treatment and housing conditions of the remand population at Headingley Correctional Institution, and urge immediate consideration of this matter. Action must be taken to improve the

quality of life for the remand population. This is immediately effected by differentiating them with respect to their security risk classification and opening and increasing the programs and activities available to them.

The sentenced inmates are normally temporarily housed in dormitories off the intake area, in addition to basement areas. Inmates undergo an orientation session, which includes:

- viewing a videotape of Headingley, to explain its offerings;
- receipt of a "Resident Information Bulletin";
- assigning of location/work placement

We are unable to comment on either the quality or content of the videotape, since the machinery to run the tape was not functioning during our review at Headingley.

The Resident Information Bulletin, which all inmates receive, is designed to explain the Rules and Regulations of Headingley Correctional Institution, as well available program opportunities. According to our review of actual program opportunities available, we find that this Bulletin is somewhat out of date. Nor does it clearly delineate procedures to be followed for program application, nor does it specify in detail grievance procedures. Moreover, we suggest that the tone of the document could be improved to encourage a positive impression of what Headingley has to offer. While we strongly support a need for firmness and consistency in establishing and maintaining order within the institution, rules need to be expanded and explicated beyond "do as you are told" if inmates are to be aware of expectations institutional staff will have of them.

The classification process is equally nebulous. Essentially, this process is carried out by the Placement Officer, who is responsible for assigning security classification, maintaining inmate movement and employment records. Procedures for determining security classification are neither clearly defined or formalized. Currently, it is based on information gleaned by intake officers during the intake process, which

may be supplemented with an inmate interview and, in the case of those with former records, their past performance at Headingley.

This currently is a system which harbors a number of inefficiencies, principally because the quality of information available is not sufficient and because criteria for determining security classification are not clearly identified. Since there currently is no line supervisor for the classification staff due to Headquarters secondment, no control or monitoring of activities in this area is taking place. Furthermore, both the Chief Correctional Officer and the Supervisor of Programs have assumed authority to approve security classification and placement. This, it would appear, is not done on a joint consultation basis, but rather according to whoever is readily available. We are informed that conflict has emerged between these two individuals in terms of placement priorities for inmates. Particularly since the introduction of the Annex Program this conflict has escalated.

It was indicated to us that, in an effort to improve the quality of the classification assessment process, a research team from the Psychology Department of the University of Manitoba was being brought in to begin a classification project. According to the Supervisor of Institutional Programming, it was indicated that the project would involve inmates sentenced to six months or more, and would include the administering of psychometric tests, and the collection of social history data, which in time would provide a useful objective data base from which behaviour patterns for various categories of inmates could be predicted. Ultimately, the goal would be to facilitate classification and program planning decision for inmates.

In connection with this, the Committee obtained a copy of a letter to new arrivals to Headingley which in its final statement, indicated:

> "Each of these stages is designed to assist you and are considered compulsory aspects of overall program at Headingley Correctional Institution."

We note that the validity of some of these psychometric tests have not been established for correctional settings. It is interesting to note

how closely this corresponds with the use of untried and untested methods, whether or not the consent of the inmate is obtained, as advocated in the Rise of The Sparrow:

> "In a properly developed program, it is necessary to use advanced and progressive methods of treatment. In such a program there may be a need for the use of therapies which have not been fully tested and refined. There must be, of course, adequate safeguards against the arbitrary and unjustified use of treatments, especially those which do not require the overt cooperation of the offender. But these safeguards against abuse are best achieved through a method other than allowing rehabilitation to be dependent upon the decision of the offender." (p. 25)

This approach cannot be tolerated in a modern correctional system.*

The assigning of location and work placement is equally problematic. Actual living placement is determined by security classification, work placement (if any) and above all, by available space (which is always at a premium). It may mean, for instance, that for lack of adequate space, inmates who are non-security risks may be held in a mixed holding dormitory for inordinate periods of time. These holding areas are located in the intake and basement overflow areas. The basic criteria for assignment to either main institution or annex, remains unclear. Certainly the tremendous backlog in available space contributes to this confusing picture. But, in the absence of any formalized "waiting lists", we wonder how efficient and, indeed how fair, the current system is.

In the main institution, the criteria for assignment to either

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* Since we found it questionable that the Ethics Committee at the University would agree to inclusion of a statement which would require compulsory participation of the inmate in experimental psychological research, we consulted the Project Director, Dr. L. Breen, and were informed that this letter was being distributed by the Supervisor of Institutional Programming without his approval for the contents. Further, Dr. Breen indicated that this project was strictly research and would not in the short-term have applicable results for the institutional classification system. Nor was it the intention of the project, to act as a classification assessment team for the institution, as the Supervisor of Inmate Programs had intimated to us and to other staff members.

dormitory or cell is informal. Cells are preferred by the inmates, since they offer some privacy. Whether cells are assigned randomly or purposely, is not clear. In the dormitories, attempts are made to ensure that the population is compatible, to avoid incidences. At the same time, there exists one "dormitory" of sorts (commonly referred to as the "bird cage") which allegedly houses a group of inmates who have all, in some way, proven to be incompatible with the rest of the institution. In the absence of a systematized placement procedure, rumor abounds within the institution about how and why certain individuals are placed in certain areas. For example, it is intimated that cells are by and large reserved for the white population, and dormitories for Natives. It is intimated that the "bird cage" holds protective custody cases. It is also intimated that the annexes hold protective custody cases. Regardless of the actual truth behind these allegations, the perception is there, that favouritism overrides fairness. While the institution may argue that it does not adopt "placement rules" because it concerns itself with "individual needs", we would argue that there is sufficient grounds to question whether "individual needs" are indeed being interpreted fairly, and above all, consistently.

C. Inmate Program Planning

The inadequacies of the classification/placement system are only overshadowed by the non-existence of a functioning mechanism to ensure the development and monitoring of individual planned programs for inmates during their stay at Headingley. There is serious fragmentation between intake, placement, counselling and program planning. Both needs, assessment and individual program planning were, at one time, part of the program component, but this has long since deteriorated into non-existence. Currently, there is no flow in the system. New arrivals are assigned a counsellor according to location, but there is no control to ensure that he is seen. Because both caseloads and inmate mobility are high, incontinuity results. Informal

detection systems may exist in some instances, but this alone is not acceptable.

In some cases, this breakdown has meant a complete collapse of program orientation and continuity. We raise serious concerns over the lack of coherence in what individual small programs are in existence. The Research Team has discovered it is not unusual for an inmate attending, for example, the education program to be pulled out prior to completion and sent to the annex to participate in an alcohol rehabilitation program in preparation for release. One of the complaints addressed to the Committee was that even in cases where inmates had skills which were required in the institution (i.e. cooking, carpentry), they were not being employed in their own trades. Examples where given of an inmate who had been a cook for 10 years, but was kept working in the laundry. In the kitchen on the other hand, a mechanic was employed. The problem seems to centralize on a neglect within the program component to separate the concept of "program" as applied to short-termers from that applied to long-termers. What results is a situation which follows little logic, where inmates are given a smattering of this and a smattering of that, which statistically may be impressive, but qualitatively displays gaping deficiencies. Inmates have been sent to the tailor shop for 2 or 3 week periods only, when 3 - 8 weeks instruction are required before an inmate is trained to make institutional pants, shirts and jackets.

D. Inmate Records

A problem associated with continuity in inmate program planning concerns the absence of structure, standards and controls for inmate files at Headingley. In the past, a major problem has been ensuring that all appropriate documentation is placed and in the file. Attempts have been made to control this problem by restricting accessibility to files, however, despite these precautions, items are continuing to be misplaced or lost or never appearing in the file.

A brief review of contents from a sample of inmate files demonstrated

that the information contained therein displayed little consistency in either type or format. As we have previously indicated, in some instances files may contain even dummy warrants of committal. The potential for miscommunication, misinterpretation or inaccurate assessment of a particular inmate's progress abound under these circumstances.

Further, there are concerns about the manner in which inmate files are kept for those inmates housed in the annexes. Under current practices, not only the continuity of file material is threatened, but also the security and confidentiality of the material is at stake. With the introduction of the Living Unit concept and the separation of the main institution from the annexes, the practice of developing "split" files and duplicated files occurred. This practice developed because annex officers who carry caseloads, had only limited accessibility to inmate files since all records are kept in the administrative offices located in the main institution. For security reasons, annex officers were largely unable to leave their posts to consult the main files, and since relief staff are largely unavailable, there was considerable difficulty in their opportunity to consult the main files. Consequently, duplicates were transferred to the annex buildings themselves. However, there is no guarantee that material added to the files by the annex officers will appear in the main institutional files. Since senior staff in the main institutions are also responsible for decisions affecting these inmates, there exists the possibility that they may be doing so without having the opportunity to consult the most recent information on the inmate.

A further question concerns the manner of file storage in the annexes themselves. These files are stored in locked office-style cabinets, within the offices of the Correctional Officers, however we raise the concern that from a security point of view, these types of cabinets offer little security against intrusions by unauthorized persons.

E. Available Program Activities

We have indicated that there are a host of inter-related factors in the Headingley system which prohibit program development and systematic flow of inmates from reception through program planning, and ultimately program participation. To briefly summarize, these factors are:

- absence of an articulated program philosophy and rationale;
- diversity of the inmate population in terms of sentence length and offense history;
- no classification system to identify inmate requirements, nor program planning mechanism in existence;
- substantial overcrowding in a facility which can only be termed inadequate at the best of times; and
- tight resources in terms of available funds, space and adequately trained program staff.

This means that in general, programs are sporadic and that the institution is consistently falling short of meeting the requirements of their population. Further, the eligibility of participation in the skeletal programs which exist is largely dependent on the inmates security classification and living location. The Committee noted that in the main institution, activities are basically confined to institutional maintenance jobs which currently cannot employ the bulk of the main institution population, nor can it keep those employed active for any great periods of time. Inmates in the annexes are afforded more opportunities since they are eligible for not only outside institutional work, but community work and education permits, and drug/alcohol rehabilitation. Social, cultural and recreational activities are also provided on a limited basis to these groups. Currently the trend has been to provide these activities separately to the annexes and the main institution, which in itself has caused a number of problems.

1. Work/Vocational Programs

At Headingley, the focus of work programs is in two directions: institutional jobs, which are largely maintenance orientated, and an extensive work release program, which operates from the annex program.

Our first concern here is with available work activities available within the institutional grounds. A discussion of the work release program is contained in the following section on Temporary Absence Passes.

According to the statistics provided to us by the institution, there are approximately 200 "jobs" available. These are:

Area	Number of Positions
Kitchen	30-46
Maintenance and Sanitation	41
Sportsfield/gymnasium	13
Resident Council	4
Outside Workgang	10
Carpenter Shop	10
Tailor Shop	12
Paint Shop	10
Laundry	13-20
Barber Shop	4
Canteen	2
Stores	3
Garden/Greenhouses	16-18
Tree Farm	10

We were informed by the Superintendent that pay levels for inmates involved in regular institutional work is between $1.72 - $2.50 per day. Pay rates vary according to the various jobs, however, the institution was unable to provide us with a document detailing the pay plan for these various jobs. This is low compared to the pay provided inmates in work camps, particularly for those inmates involved in work for the Parks Branch or for farmers.* Occasionally, inmates have also been employed at a minimum wage level during harvest times for farmers in the area.

* see our Interim Report on Spruce Woods Rehabilitation Camp in addition to the section on Bannock Point Camp included in this report.

In addition to these institutional jobs, a total of 15 volunteer workers are sent to the Manitoba School for Retardates in Portage la Prairie on a daily basis. Formerly, inmates were also sent to Selkirk Mental Health Centre, however, this program has faultered this year due to budgetary cuts, which have eliminated funds for transportation. Inmates involved in this volunteer work are paid in accordance with regular institution pay levels ($1.70 - $2.50).

Inmates who participate in a three week alcohol rehabilitation program offered at the institution by the Alcohol Foundation of Manitoba, also receive prison pay for their involvement. A total of 13 inmates per session are involved in the program.

According to statements made by institutional management, inmates who are employed in institutional maintenance-related jobs, work a maximum of 5 hours a day. In some cases, this may be considerably less if the only assignment given the inmate is a sweeping out of the cell block or dormitory. Inmates employed in outside activity such as the work-gangs, tailor shop and so forth, may work the full 5 hours, but currently the institutional schedule and routine is such that the 5 hour activity period is the maximum amount of time available for inmates to be employed. The workday begins between 8:15 a.m., ending at 11:10 a.m., and is resumed at 12:50 p.m. to 3:10 p.m.

The institutional Superintendent indicated that summertime usually has an expansion of jobs, even though the Bannock Point Camp has to send one-half of their population of 40 back to the main institution because during the tourist season it is necessary to cut the population. Between the grass, garden and tree farm, it is normally possible to expand employment. In the summer, however, it does not appear to us that this job figure exceeds more than 200 at any given time. Thus currently the institution is only able to provide a minimal number of inmates with a minimal amount of work, still leaving a considerable number within the population unemployed. According to the Superintendent, part of this problem is that some of the unemployable in the main institution have a security classification that restricts

their participation in employment outside. He claimed that there were a lot of ideas for expanding prison industry, such as building bunk beds, putting in a welding shop, and so forth, but that these were primarily at the idea stage, as no funds or staff are available to get these activities operationalized. Cottage-type industry based on the cell or dorm has been investigated, but one of the major problems with this is that the facility itself could not tolerate such activity as it would violate fire safety standards.

2. Vocational Training

Outside of a small, certified vocational training program offered in the barber shop, there are no vocational training programs offered at Headingley Correctional Institution. For a short period of time, machine maintenance and electrical wiring courses were offered in short modules. However, due to budgetary cuts in addition to problems with the facility, these courses were cut in April, 1981. There is a trades building which contains a paint shop, tailor and shoe repair shop and a carpentry shop. Informally, inmates may, and do, learn new skills and trades in these shops. Such, for example, is the tailor shop. Productions here is done by the tailor with an inmate labour force of 12 officially assigned to him. He does all of his own machinery repair in order to save the institution the costly repair bills, supervises and trains all the inmate trainee/workers, as well as those in the shoe repair shop. But the purpose of the shop is totally confused and for the tailor, both an exhausting and frustrating one. If the object of the shop was to train inmates in the needlecraft, then he is there and could do this. He could also train them in sewing machine repairs. But, then he should have a structured trades training program certified by the trade and put the inmates through the course with appropriate evaluation. There should be an instructional assistant to help him manage the program - record-keeping and so forth. Inmates should enroll in the program for a minimum

period of time - 3 weeks basic training and 3 - 6 weeks post-training and 3 - 6 weeks post-training to bring them up to the speed and competency to enable them to enter the trade on the street.

Inmates no sooner enter than they are transferred out to the Alcoholism Foundation program, education program or are released on temporary absences.

If the object is production,* then there should be some effort to assure that there are an adequate number of inmate employees/trainees on the job, as well as work supervisors; that equipment maintenance is assured and that, in general, all needs of normal production - labour, management, materials and other supplies are on hand.

The demands from Headquarters to increase production from the tailor shop, which supplies much of the clothing needs for Headingley Correctional Institution, the Camp and the Remand Centre are constantly increasing with the increase in prison population. The production itself plays an important part in reducing institutional costs. But the shop is strained almost beyond tolerance to meet the production demands because of lack of inmate workers, staff and ancient equipment.

When inmates are doing productive work of this nature, there should be some recognition for this in the form of incentive pay, just as there is now in the work camps where they are paid at the incentive pay level of $5.00 per day.

If the purpose of the tailor shop is to fill time and manage the population, then production demands should cease and the institution should

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* Last year the estimates for clothing production at the Institution were as follows:

Remand pants	8900	($4.50/pair)
Jeans	1600	($5.50/pair)
Shirts	600	($4.00 each)
Remand Shirts	600	($4.00 each)
Annex shirts	700	($4.00 each)
Jackets	800	($5.50 each)
T-towels	400	(.85c apiece)
Sheets	6000	($12.00 apiece)
Pillow slips	1500	(.70c apiece)

supply its clothing needs through other means.

The current system is abusive of staff, inmates and free labour. Headingley Correctional Institution is neither running a trade school, a production line, nor any institutional activity when the purposes are multiple and conflicting and the resources are not forthcoming. Most importantly for the whole purpose of the correctional system, it leaves a negative impression on the inmate and is counter-productive to developing a healthy, normal attitude to productive work.

If the institution were legitimately interested in minimizing costs, we fail to understand why the conclusions of a report prepared for the Management Committee of Cabinet on the institutional farm was not fought*. One of the obvious points that seems to have been missed by the study in considering the cost effectiveness of the operation, were such things as consideration of the possibility of upgrading the facility to improve the efficiency of a farm operation, since it did have some sort of work training which would provide inmates with skills and which could directly contribute to cost minimization. Currently there is a shortage of work opportunities on the institutional grounds and efforts are being made to extend the garden and land and return it to production. However, this again is being done without any sort of written objectives or plan, following the normal unstated drift of policy that seems to be typical of the operations of adult corrections in Manitoba.

A final and most salient issue which has to be addressed here is the question of idleness. To this question, the institution in its current state is incapable of responding effectively. The facility itself prohibits extension and development of work activity. Indeed the introduction of any activity into Headingley would pose serious violations to the Fire Code and to safety standards for industry.

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* Province of Manitoba, Department of Health and Social Development, Special Studies Group, Headingley Correctional Institutional Farm Study Report, April, 1973.

Equal but more important, there needs to be a consensus developed on the type of activity which is most appropriate to the environment. This in terms of the institution itself, may not necessarily relate to work activities, but more appropriately to other concerns which the inmate population may have. Correctional institutions such as Headingley currently need to re-think their philosophy so that the best interests of the client remain in focus. At the level of provincial corrections in Manitoba, we must consider that one of the main thrusts has been towards community corrections indeed at Headingley, this is also present in the annex work release program.

3. Discussion

The philosophy of the purpose and nature of work in the Manitoba Correctional scene resembles the general confusion in our society and a confusion which has prevailed for the past two centuries in industrialized countries. In brief, it reflects the confusion between work as:

- a noble and necessary human activity to meet mankind's economic, social and cultural needs;
- work as a process necessary to socialize individuals to normal socio-economic behaviour;
- work as a leisure and enjoyable activity in itself;
- work as punishment for the rogue, slacker, the idle and the malingerer;
- work as therapy - the correction of the malfunctioning individual;
- work as a means of extracting a profit; and
- work as a management tool.

The most serious conflict comes between work as a noble and productive activity, work as punishment and work as a socializing or rehabilitative activity. This is one area which has not been addressed and resolved in the Manitoba Correctional setting and the cross-purposes of these notions are to be found in Headingley Correctional Institution.

At Headingley Correctional Institution and its satellites, we can find evidence of all of these themes. However, the nature of the inmate population, the institution and the facility tends to work against any formal and concrete concept of what can be accomplished realistically within those very restrictive conditions. On the one hand, we want to teach individuals good socio-economic habits and provide them with the skills and education they need to enable them to return to the community as productive and self-sufficient citizens. Thus in 1979, the institution constructed a trades building which promised to provide inmates with the skill training in a few areas of work. On the other hand, these and many other jobs in the institution consist primarily of maintenance work, many of which require only a half hour of work per day, or less, such as mopping up the floors. Even these jobs are available only to some, the majority remaining idle. This is hardly conducive to developing a sense of pride and satisfaction in one's work.

For those sentenced to less than ninety days, trades training is almost pointless, since the time is too short for them to become involved. Furthermore, the trades building is outside the main institution and generally not available to main institution inmates considered security risks and those on longer sentences. Again, those on the longest sentences seem to have the least opportunities available to them and may end up spending their entire sentences on the range in the main institution with nothing to do.

The Committee believes that it is of fundamental importance for the Corrections Division to sort out this confusion about the purpose of work, and to increase the opportunities for this sort of activity. But it also feels that work and work/education are but two types of activity.

The Committee feels that the idle, languishing inmate prototype should be discontinued in principle by broadening the concept of work to include study, leisure time activities, recreation and so forth, and wishes to enunciate the principle that each sentenced and

remanded inmate should be provided with the opportunity for some meaningful activity to occupy his/her time during their period in the institution.

It is also recommending that future development of work, recreation and educational and other rehabilitative programs and policies in the institution address, in depth, the purpose of work in the correctional system. This would include serious study of the following issues:

- forced and unforced, paid and unpaid labour;
- the relationship between prison and free labour;
- the meaning of prison pay - is it pay or a stipend and should these two concepts be separated;
- the payment by working inmates for their board and room in the institution;
- the type and nature of work being done in the institution, its purpose;

as well as any other related questions and issues concerning inmate work, study, recreational and leisure activity.

F. Temporary Absence Program

The Commissioner of Corrections for Manitoba has indicated that the overall thrust of corrections in Manitoba, as in other jurisdictions, is towards community corrections. Considerable effort and resources have been spent on developing and running both the Probation Services and the Fine Option Program in Manitoba. Both of these programs are attempts to divert offenders from the incarceration process. Such a system implies that those who ultimately are incarcerated are those who really require it. This idea of "restraint" is in keeping with the statements of the Heads of Corrections in Canada*. In their statement, they argue that despite support of the notion of restraint in the use of incarcerative methods to deal with people in conflict with the law, "there seems to be an increasing reliance on incarceration."** In other words, restraint is not being used as a last resort as was intended by the Ouimet Commission Report, The Law Reform Commission Report, The Government of Canada Statement, or the Joint Statement of the Heads of Corrections.***

The Review Committee supports this principle. However, the effective implementation of this idea has been difficult due to various factors such as the incapacity of programs to accommodate all of the individuals who come into conflict with the law. Incarceration is still regarded as an essential component of the correctional system.

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* Heads of Corrections, "Incarceration: A Plea for Restraint; A Joint Statement by the Heads of Corrections", July, 1983

** ibid pp. 3

*** Government of Canada, "Report of the Canadian Committee on Corrections", Ottawa, 1969
"The Criminal Law in Canadian Society", Highlights, August, 1982
The Law Reform Commission, "Imprisonment and Release", 1976

In Manitoba, Adult Corrections does not have a formalized Community Corrections Program, but it operates a Temporary Absence Program (TA), which encourages community involvement by providing for passes for incarcerated men and women to be released from the institution for work/education purposes, humanitarian reasons and for socialization reasons. In addition to this program, National Parole Service also grants some releases to inmates in institutions operated by the Province. The Province of Manitoba itself, in the Corrections Act, makes provision for the operation of a parole system, but to the knowledge of the Review Committee, this section of the Act has never been implemented.

Through the Temporary Absence Program, the adult correctional system is provided with a degree of flexibility in dealing with offenders sent to them by the courts. The Committee has discovered in its review, that there exists considerable confusion on the part of the Adult Corrections Division as to the actual purposes of Temporary Absence in the Province. These concerns relate to the policies, structure and methods of operating a Temporary Absence Program out of Headingley Correctional Institution.

Manitoba's Temporary Absence Program derives its legal authority from the Manitoba Corrections Act, Section 33 (2) which inturn derives its authority from the Prison and Reformatories Act, Section 8, (1)(2,9). This section reads:

> "Where, in the opinion of an officer designated by the Lieutenant-Governor of the Province in which a prisoner is confined, it is necessary or desirable that the prisoner should be absent with or without escort, for medical or humanitarian reasons, or to assist in the rehabilitation of the prisoner, the absence may be authorized by such officer for an unlimited period for medical reasons, and for a period not exceeding 15 days for humanitarian reasons, or to assist in the rehabilitation of the prisoner".

The Review Committee has discovered that a great deal of confusion and lack of consistency characterizes the operation of this program in the Province. The Committee received no fewer than three different sets of

Directives concerning the issuance of Temporary Absence for prisoners sentenced to provincial correctional institutions. The senior officials who supplied us with these three different sets, all indicated at the time that these were the official version. The Commissioner of Corrections for Manitoba, in a letter addressed to the Review Committee, indicated that the only official version was that dated July 10, 1980. It is on the basis of this document that we will focus our discussion.

However, in view of the fact that two other versions dated earlier and later than this 1980 document are still in fact being used in the Province. there is a danger that there is no consistency in the actual operation of the Program, since each of these Directives contain significant and, we would say, fundamental deviations from the other. The Manitoba Corrections Act is vague, perhaps necessarily so, on the issue of signing authority. It does not state who has this authority, but Section 4 of the Directives seems to extend this right down to the level of Superintendents of adult correctional institutions, who are empowered to authorize Temporary Absences for up to three days for humanitarian and rehabilitative purposes, and for unlimited time for medical reasons.

Herein, we run into a confusion of some seriousness with respect to signing authority for both, in theory and in practice. It is possible for institutional Superintendents to issue Temporary Absences on humanitarian and rehabilitative grounds for three days at a time, but these can be placed back to back, thereby extending the person's release on Temporary Absence essentially for the whole of the remainder of his/her term in jail. No restrictions are contained within the Directives, nor in the Provincial or Federal Acts, towards this sort of practice. The absence is temporary in name only. There is no quarrel on the part of the Committee with the Superintendent having jurisdiction to do this for medical reasons and for some very specific humanitarian ones. The problem concerns the point of defining what the humanitarian concerns are and certainly with respect to the Temporary Absences issued for rehabilitative purposes.

As we mentioned earlier, three different versions of the Directives are in circulation and significant changes have been made from the earliest to the latest version. In general, the Committee wishes to point out that there is a lack of clarity with respect to the criteria for the issuance of the Temporary Absence pass to any particular inmate. There is a further confusion in the actual application of the criteria which do exist, and the Committee has evidence of a large number of violations of the criteria specified in the Directives by the persons responsible for the issuance of Temporary Absences to applicants. This may be due either to the fact that three different versions are in circulation, or to a general disregard of the criteria and adherance to an entirely different set of criteria, such as the reduction of population and prison management rather than the actual intentions for the setting up of a Temporary Absence Program. Most inmates are not aware of what the criteria actually are. The Brief received by the Review Committee from Grosvenor House supports this view and the Review Committee itself has found in its investigations that the criteria are not known. This is not surprising since no list of criteria are posted in the institution, the criteria are not contained in any detail in the Resident Information Bulletin, and trying to extrapolate the criteria on the basis of examining the individual Temporary Absences which are issued to various inmates in the institution, produces only confusion.

There are a number of restrictions to the granting of Temporary Absences contained in the Directives. The official version contains this section:

"9. While having regard for the special features of each case, the following criminal record may contra-indicate approval for unescorted absences:

a) recent escape record;
b) recent parole and/or probation violations;
c) present offence involving:
    i) serious acts of violence or acts involving weapons;
    ii) sex offenders;
    iii) serious and multiple frauds;
    iv) arson;
    v) kidnapping and/or forcible confinement;
    vi) drug trafficking
d) current record indicative of a perpetual recidivist;
e) outstanding charge and/or appeal"

Several points need to be made about this set of restrictions. First, the document entitled "The Temporary Absence Program"* which serves as a preface to the Directives, states:

> "V. Institutional Assessment
>
> It should be understood that a Temporary Absence Permit is a priv lege (sic) to be earned and not a right to be demanded by inmates. However, it should be understood that all inmates have a right to apply for a Temporary Absence Permit."

Here, and in subsequent elaboration of the point, the document indicates that the inmates behaviour is a factor in achieving eligibility for a TA. Presumably, institutional misconduct would be a factor to be considered in the restrictions section cited, and yet it does not appear anywhere in Section 9. The Committee is aware of a number of inmates who displayed misconduct, some of them repeatedly and some who even appeared before the Disciplinary Board and received punishment, who were back out on the streets with TA's shortly after their misconduct. An accompanying problem is that nowhere in the institution is there any list of institutional behaviour rules to be found, as it was for example, the case at the Bannock Rehabilitation Camp.

Secondly, the Committee considers that in view of the fact that there is no rationale to explain the reason for the inclusion of some of the categories on this restricted list and no explanation as to why other categories and behaviours are not on it, that there should be a complete review of the conditions and restrictions for the application for a Temporary Absence Permit.

Thirdly, and closely related to the previous point, is the actual practice in the issuance of Temporary Absence Permits. The Committee has in its possession a number of Temporary Absence Permits in which the candidates have clearly violated the conditions for the issuance

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* Corrections Division "The Temporary Absence Program" no date, p. 4.4.7

of the Permit. We acknowledge the qualifier in the Directives, which states:

> "14. There is some flexibility in the restriction enumerated (sic) in Numbers 9, 11 and 13. Decisions must be based on the risk factor, (ie. risk to persons and property). Any request therefore for Temporary Absence for persons who fall into the restricted categories listed, shall be submitted to the Commissioner of Corrections, Deputy Commissioner of Corrections, or Director of Adult Corrections for approval with information attached to justify an exception."

However, in the absence of any rationale for the exclusion of those categories on the restricted list, precisely what sort of information could be used to justify the exception? It is clear to the Committee that these three officials suffered from this same lack, since so many applicants violated the restrictions contained in the Directives. But to counter the charge that these were justifiable exceptions, let us give two examples

- One case involved an American citizen for whom deportation orders were in the possession of the institution, yet he had been released on a number of Temporary Absences, as well as being permitted to go to the Bannock Point Rehabilitation Camp where, we understand, he was in operation of a motor vehicle on the TransCanada Highway. The Commissioner claimed that there was uncertainty with respect to the order (deportation), yet on the copy of the Admission/Release form in our possession, it is clearly marked and dated. This inmate violates the restrictions in Section 9 in other ways as well.

- A second case involves an inmate who, in addition to repeated episodes of institutional misconduct, violated Section 9 in at least five different categories. What justification of exception could possibly have been provided to the officials to permit the granting of a Permit to this inmate?

In addition to these actual case studies, the Committee wishes to cite a recent Departmental document, "Review of Temporary Absences"* which states:

> " Selection of TA Applicants indicated a bias in favour of inmates with longer sentences, as opposed to the shorter term - and presumably less serious offender.

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* Province of Manitoba, Dept. of Community Services and Corrections, Review of the Temporary Absence Program at Headingley Correctional Institution, 1982

> While 44.1 percent (943 inmates) of the 2,140 admitted for 1982 had earned sentences of 60 days or less, only 23.2 percent (205 inmates) of the 884 inmates granted Temporary Absences came from this sentence category..."

It is clear that there is no clear, consistent policy or rationale for the operation of this program.

Fourth, the Committee observes that there is no functioning Temporary Absence Board in the Headingley Correctional Institution. Collective decisions on the issuance of Temporary Absences are not made. Instead, individuals have been entrusted with this operation and they express the fear that they are frequently put in a position of making decisions and applying their signatures to the documents when they cannot rightfully or legally do so. The Committee has in its possession a number of copies of Temporary Absence Permits bearing either no signature, or signatures of officers for whom we have no evidence that they have a right to sign them. There are many other discrepancies on these permits as well.

Fifth, in addition to the granting of Temporary Absences to individuals who would be excluded by Section 9, (and this body represents 24.2% of the admissions into the institution), 33.3% of those granted Temporary Absence Permits had comitted further offences in the same categories. This figure differs sharply from the Commissioners claim to the Committee that the Temporary Absence Program was 96% successful.

In the city Temporary Absences, the Corrections Department has recently assigned the responsiblity of supervision of the Temporary Absences to two probation officers working out of the Law Courts Building. When we enquired into this procedure, we found it is not unusual for these two people in the course of 1 or 2 hours, once per week, to see as many as forty Temporary Absence recipients. The intensive community supervision and control which is referred to in the Directives at introduction to Temporary Absences Program, hardly seems to being met in this way. In addition, we were told that there is a reporting-in of these same TA's to the officer at the CRC, who claims that every fifteen days, he will

speak to them and prepare a report. No report goes into the main institution unless there is some violation or infraction. As a consequence, for all intents and purposes, these people have considerably less supervision than a long term parolee would have.

In the mid-70's, the institution had operated another facility in the community which effectively gave Adult Corrections a community corrections basis. This was the Community Release Centre operating out of Vaughan Street Detention Home. The program was subsequently closed and all of its files destroyed. What the Committee has been able to determine about this program is that is was quite successful in that it provided not only a facility for day release of Temporary Absence candidates, but also provided a reporting place in the community where there was more time to debrief and assess the people on fifteen day Temporary Absences, and finally that it provided a counselling staff, and in particular a job-finding assistance program operated by the Correctional staff at the CRC. This is no longer the case although the building is still in the possession of the Corrections Department. It is currently operating only as a drop-off place for inmates appearing in Provincial Court and as a check-in station for inmates on TA.

One further area of concern that has come to the attention of the Committee is the practice of issuing Temporary Absences to individuals who are serving intermittent sentences*. In the three month period from March until June, 1983, no fewer than twenty-three inmates sentenced on intermittent sentences were granted Temporary Absences. Nine of these were granted Temporary Absences to the expiry of their sentence; four others were excused from reporting to the Temporary Absence monitor, and others were granted a number of Temporary Absences. In view of the fact that the use of the intermittent sentence is intended to impress upon the offender the seriousness of his/her behaviour, but at the same time, does not wish to jeopardize their positions of employment in the community, the use of Temporary Absences for the intermittents brings us some very serious concerns about the attitude and actions of the Corrections Division with respect to judicial decision.

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* Province of Manitoba - Community Services and Corrections Division, "Report on the Inmates serving Intermittent Sentences, July 1983" (prepared by Chief Statistician).

Temporary Absence, as a concept in modern corrections, is not a new one. It is a version of the concept of gradual release whose prime purpose is to help the inmate to prepare for re-entry into the community prior to the end of their sentences, and to obtain employment for release. The notion of gradual release is the essential one here, since it means releasing the inmate from an institution for increasing periods of time, with decreasing degrees of supervision, leading eventually toward full release or full parole. The object of gradual release, Temporary Absence, is not to reduce the overcrowding situation within correctional institutions, and yet we have been informed by the Superintendent of Headingley Correctional Institution during the Committee's meetings there, that on three occasions in the past year, this reason has been used. There is a need for the determination or reaffirmation of the purposes of a community release program within the Province of Manitoba, and the monitoring and enforcement of this program. Anything less than this can only result in a situation where correctional and judicial practice are in conflict or at odds with one another, and a general loss of confidence in the abilities of the correctional system to be able to manage the sentenced population which it has in its jurisdiction in a positive, purposeful and humanistic manner. In our discussions with representatives of the judiciary, it was indicated that there was support for a Temporary Absence Program, but they felt that rules should be established and adhered to in a more consistent and forthright way.

G. Education

There is no statement of objectives of policy with respect to the provision of education and life-skills training at either Headingley Correctional Institution or the Manitoba Provincial Correctional system, as a whole that has in any way been ratified or is considered official.

The program at Headingley Correctional Institution was run by two teachers who are employees of the Red River Community College, which also bears the costs of the program. Only the consumable items, such as pencils, paper, chalk, etc. is covered by the Corrections Division. In April of this year, the Review Committee learned that the Department of Education, as a result of severe budget restraints, felt it necessary to propose the closing down of the institutional education program, not only in Winnipeg, but in Brandon and Portage la Prairie as well. Apparently there is no educational program at either Dauphin or The Pas due to insufficient inmate interest. Concerns about the removal of the educational program resulted in a joint submission by the Department of Education and the Department of Education and the Community Services and Corrections to Treasury Board to try to restore the educational program by requesting a further grant to the Educational Department to permit teachers to come out and deliver the services.* The request from Treasury Board was determined to meet immediate and minimum needs for education and to extend the delivery of educational services at Headingley Correctional Institution as well as Brandon and The Pas, only to the end of the fiscal year 1984-85. There is therefore not only no objective or policy statement on the need for provision of education, there is as well no long term commitment to education within the provincial institutions as things now stand. The proposal itself indicates this lack of commitment by virtue of the fact that it is proposing that a Committee be struck consisting of representatives from Corrections, Education and special interest groups such as the John Howard and Elizabeth Fry Societies to investigate all resources available including departmental, different levels of government and in the community which might be utilized to maintain an acceptable

* Department of Education's Department of Community Services and Corrections, March 31, 1983; revised April 13, 1983, Joint Submission to Social Envelope Committee.

standard of education for provincial inmates at a minimum of cost. As such, there is clearly no basic presumption that education is a right of inmates inside provincial institutions and that this right must be provided for through public sources and with the use of professionally trained educational instructors. The threat to curtail the program and the reluctance of government to continue its financing as well as the minimal level on which it is operating all clearly indicate a lack of commitment for so important a service as education within the Provincial Correctional system. This is further reported by the statement in the educational proposal that The Pas Correctional Institution has been excluded because of the low demand by inmates. One can only presume that education as program in the Provincial Corrections system is not being operated along lines which encourage inmates to participate in these programs and improve their educational program piror to completion in order to release from either onto the street under Temporary Absence or work programs or to put them into other programs in a rather uncoordinated random and chaotic method rather than focusing upon such basic needs as minimum education.

The Committee would go on record as advocating that education programs be greatly improved both with respect to the selection, delivery, course content and particularly with respect to provision for Native inmates of courses specifically directed towards their cultural, social and educational needs.

The educational program at Headingley Correctional Institution consisted of several parts. The formal education section was broken up into three programs. The 0-5 program which focuses primarily on those who who are functionally illiterate. Inmates qualifying for this program have been mainly in the 17-18 year age bracket, and about 60% on the average from year to year are students of native origin. From year to year the total enrollment for this level of the education program has fluctuated from about 20 to 30 inmates. There is no indication in the information available to the Committee as to whether there is any waiting list from year to year into the program, nor for whom there is no space available, nor is there any indication whether those who

complete the 0-5 program are eligible to continue into the 7-10 program; whether they actually do; and what their success rate is.

The 7-10 program is much larger in its proportions, taking in between 90 and 195 students over the period 1980 to 1982. We were informed that the average Native participation rate is about 50 to 60% of all participants. The program offers maths, science, English and spelling, with the average time of completion to the Grade 10 level being 4 to 6 months, depending upon the previous educational standard of the student upon entry into the Program. The student completing the 7-10 program can then go on and take the General Educational Development (GED) Grade 12 examinations in maths, science, social studies, English and reading, which if completed successfully gives the student a high school equivalency credential which is acceptable as an official document for meeting high school graduation requirments for employment, admission to apprenticeship and other training programs. The success rate in the 7-10 program varies from 45% to 55% in the last two years for which the Committee has records showing a decline in success rate. The failure to achieve the Grade 10 standing is attributed to either academic failure or a variety of other reasons, such as the students obtaining pre-release or other programs which interfere with the student's ability to complete the educational program. Concerns were raised to the Research Committee that frequently students who are doing well and want to complete their programs are removed from it and put into either other programs operating at the institution such as the Alcoholism Foundation program or are released on Temporary Absence when, in the opinion of the teacher, it would have been most available to allow the inmate to complete the educational program. On occasion, students have been removed from the program when they were one or two weeks away from completion.

The Review Committee is informed that the GED has writing sessions

every three months with approximately 20 students per sitting in the course of the year between 60 and 80 students complete their GEDs. Of these, an average of about 90% achieve their Grade 12 standing; a further 5% Grade 10 standing; and a further 5% no standing at all.

The next educational program of note available at the institution is the Correspondence Course which has an average of 25-30 students enrolled in it per year. These are inmates who are involved in other jobs at the institution who work in their own cell and are free to consult with their instructors when they encounter any difficulties with the regular high school subjects.

The final educational program that is available is that referred to as the life-skills program which is described as the "self-awareness and job readiness training" program. These last about 4 weeks each, the four weeks being divided into two parts, the first of which centers on communication listening and positive assertiveness skills; and the second of which consists of job readiness training involving interviews, writing of application forms, punctuality, commitment to the job, employer/employee interaction, and resume writing. The classes number between 6 and 8 per session with approximately 80 to 100 being turned out per year.

Further problems with the education program offered at Headingley Correctional Institution is that of the inadequacy of space or of study areas for the students who are participating in the program.

There is again no systematic screening and selection process which would identify inmates as illiterate or as needing upgrading of one level or another. This can be directly traceable back to the failure of Headingley Correctional Institution to develop the proper classification and screening and selection process in its institutions. Furthermore, in view of the fact that Native inmates represent between 50% - 70%, none focus upon specifically Native cultural education and cognitive skills development. As the educational program clearly indicates, education when it is provided, is provided only at the

minimal acceptable level. One can not help but wonder why courses are not designed for Native people, who make up to 60% of the classes. One cannot help but wonder why institutions such as The Pas Correctional Institution which are composed of 80% - 90% Native inmate population have been excluded from consideration for the provision of an educational program, when the likelihood is that illiteracy amongst the Native inmate population is very high. One wonders what efforts are being made to encourage inmates at that institution to seek education and upgrade their educational, social, cultural, and recreational skills. The Committee is of the opinion that it should be the right of every prisoner to have the opportunity to upgrade his or her education to whatever level may be desired within the institution or via correspondence at public expense. That basic education up to the Grade 12 level should be made available to all who need and qualify for such education within any provincial institution. this is clearly not happening at Headingley Correctional Institution at this time.

H. Requirements for Native Inmates

Inmates of Native ancestory in the Headingley Correctional Institution account for approximately 36% of the total population. At the same time, people of Native ancestory make up only about 6.5%* of the population of the Province of Manitoba. As such, in this Institution, Native people are over-represented with respect to their incidence in the total population by a factor of at least three. In some of the other institutions, the incidence is even higher.** Reasons for this threefold over representation are varied and without going into a discussion of the various theories of causality, the Committee wishes to draw strong attention to the needs of inmates of Native origin within our correctional institution. In order to more adequately address the needs of the Native inmate, it is necessary with the correctional setting for the government to pay particular attention to the many needs and requirements of the peoples representing the Native community. In addition to requiring that

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* Statistics Canada - 1981 Census

** See Appendix II, Inmate Statistics

the staff itself reflect a substantial Native component, both within the security/custody and program area, the recognition of the Native component within institutions should also be reflected in the training programs offered to all new staff and old staff in the institution, as well as programs and services directed toward the Native population per se. All efforts should be made to encourage Native inmates to form their own distinctive and viable groups to assure that their cultural, spiritual and educational needs are being met and that a proper network of feedback with administration exists at all times. Flexibility in institutional rules will be necessary for the introduction, implementation and success of certain programs of a spiritual nature.

What the Committee has learned is that at the time of its investigation, there were almost no Native staff at Headingley. None of these Natives employed are utilized by management to work directly with the Native population. Nor do we have any evidence to suggest that these Native staff are used as resource people for other staff who may require advice or consultation on issues specifically concerning the Native inmate population. What cultural awareness training exists in the staff training package is of a minor and insignificant nature. The lack of awareness, understanding or action for the Native Inmate in our correctional institutions is reflected in the repeated complaints by inmates, both Native and non-Native, of racist remarks being made by some of the security staff toward them. With respect to programs towards the Native population itself, it can be stated that none exists. Apart from the general education package available to all inmates and therefore to inmates of Native background, no special efforts are being made at all to either actively attract Native inmates into the educational program nor to provide them with specific courses directed toward their own cultural heritage. One document received by the Committee argues that "Native corrections education is at a stage where Natives' schooling was 20 years ago; therefore, it has little

contribution to make to the Native employment opportunities".*

The Native inmate population currently has no organizations operating on its behalf. In the past, there have been brief periods in which organizations such as the Indian-Metis Brotherhood were active. These have as a rule, tended to collapse when leading executives leave the system. There is little evidence to suggest that the institutional management have made an effort or encouraged the continuity of such active groups.

The Committee learned in its discussions with representatives of the Native Clan that there are two Native Clan workers at the institution. One of these is a counsellor who operates basically as a caseworker with inmates of Native ancestory if they request his service, and the other is a liaison person between the Indian-Metis Brotherhood and the institution in charge of programs. The average daily caseload is about 3-4 and the counsellor is available four days/week, with Fridays for staff meetings. The liaison person has the specific task of acting as the intermediary between Native inmates and the institutional counsellor. We were informed that the work which these people were doing was at a much lower pay level than what counsellors would get at the institution. In other words, that contracting out was much cheaper for the Corrections Department and that, in addition, getting Native people to act as counsellors in the bureaucratic system on the Corrections payroll is problematic in that Native offenders may very well reject them as being part of the white bureaucratic system. The set-up for the Native Clan workers was not ideal. They were both cramped into one office which makes it virtually impossible to do any kind of personal counselling with inmates when the other worker is engaged in other kinds of activities.

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* Lionel Orlikow, "Modest Hope: Native Corrections' Education as a Means - Not as an End". (A paper delivered at a Professional Development Workshop on Education for Native Offenders, University of Regina, Nov. 17, 1982, p. 1.)

We were informed that incoming inmates of Native background receive some information about the existence of the Native Clan, but that the orientation itself is quite inadequate. There does not appear to be any systematic way for these Native workers to meet with all incoming Native people and to inform them of the services which are available. Both workers expressed the view that it is very important for incoming Native inmates to be aware of the existence of Native service workers because of the cultural authenticity which this provides, particularly for those who are dealing with a great number of emotional and psychological crisis at the point of entering into the institution. The Native Clan workers are expected to report to staff in the Program area of the institution.

One of the major problems for the Native Clan workers in the institution, is that of chronic underfunding for cultural programming. Even the annual event of the sweat lodge seemed to be in jeopardy this year because of insufficient cash to run it, and as far as Native culture programs on a year round basis, the funds simply did not appear to be there. In the Committee's discussion with Native inmates, institutional and community workers, a number of major areas of need have been identified. These include the following:

1. Education

   There is a need for an active, aggressive educational program to meet the needs of all inmates coming into the institution, but particularly the Native population, who, according to the teachers on the staff, indicate a higher than average level of functional illiteracy. An active program to approach all Native inmates and to encourage them to deal with their basic formal education is an urgent requirement. In addition, because of the high incident of Native people within our prisons, educational programs must also include a strong socio-cultural element as well, focusing upon language, history, arts and especially life skills.

2. There is a need for more skill training programs. Both the

provision for actual "hands-on" work skills and also job skills in job-hunting, filling out of application forms and so forth, is of urgent importance at this time.

3. Native spiritualism needs acknowledgement and support through the funding of a Native religion program. Religious activities and ceremony are vitally important for the spiritual and moral needs of the Native population.

4. There is a need for increased funding and expansion of social, cultural and recreational activities such as socials, amateur nights and prison art, which are directly focused at the Native inmates.

5. There is a need for provision of adequate counselling services to deal with marital, personal, spiritual and drug-alcohol abuse problems of the Native inmate. An active program to encourage the hiring of Native personnel as well as the use of non-Native counselling personnel who are well-versed in Native cultural issues is required. Spiritual issues should be encouraged with the involvement of qualified outside persons.

Finally, there is a vital need for all staff within the institution to be exposed to courses dealing with cross-cultural awareness. All efforts to break down discriminatory attitudes, incipient racism and so forth, must be taken to avoid potential conflicts. Participation in cross-cultural awareness training should be compulsory at all levels, from the administrative personnel to the front line correctional officer.

CHAPTER VII HEALTH CARE SERVICES

Prisoners are persons dependent for their survival and well-being on the same essentials as their fellow citizens outside the walls. It would seem to be unnecessary to have to preface a section with a statement such as this and yet for some reason, the truth of this statement seems to be easily lost to both the general public and employees within Correctional systems. The average citizen on the street is not physically restrained by rules, regulations and social control personnel from visiting his/her doctor, psychiatrist, dentist and so on, at will. And, with the enactment of a series of Federal and Provincial social legislation during and after World War II, the same citizen has many of his/her most essential needs covered on a universal basis, or on a selective basis, through the public purse. These facts are not always clearly understood by those engaged in setting up such services and making such provisions within Correctional Institutions. There appears to be confusion between the reasons for sending the individual inmate into a correctional institution, depriving him/her of physical freedom, and the deprivation of the same people of basic civil and human rights, such as access to medical and social services and the assurance of the provision of the level of such services comparable with that which exists on the street. In addition, insofar as the availability of such services may contribute to why the individual has arrived in the institution in the first place, we may want to consider even increasing these provisions within the institution, on the basis that this may in fact contribute to keeping the person out of conflict with the law.

In preparing this section of the Review, the Research Team had at its disposal a number of documents in addition to pertinent interviews which it had conducted. Among thse documents was a Medical Audit conducted by the College of Physicians and Surgeons in May, 1982, The Report of the Institutionl Physician (May, 1983), and recent correspondence from the Corrections Division indicating that the responsibility for the provision of institutional health services was being transferred to the Department

of Health.

In the past year, it would appear that considerable changes have taken place in the area of medical services, many of which were made on the basis of recommendations contained in the Audit. This has included the relocation of the Medical Unit from Block 5 and 6 to the Intake Area of the Institution. The Intake Area itself is being moved to a new location in the wing below the Superintendent's Office at the old entrance.

The Medical Audit and the Report of the former Institutional Physician go to a great deal of detail with respect to the conditions of medical health service in the institution, many which areas are quite beyond the scope of the Review Committee on Adult Corrections in their detailed parts. However, in some of the more general areas, the Review Committee does wish to make some observations and recommendations. The areas which we wish to address fall under the following categories:

- Philosophy and Policies
- Facilities
- Personnel
- Services
- Financial Resources
- Humanization of Health Care Services
- Administration of Health Care Services
- Information on Health Care Services
- Monitoring of Health Care Services

A. Philosophy and Policies

When the Medical Audit* of 1982 was submitted for review, it was met with considerable amount of internal criticism from institutional staff, both medical and non-medical. This was noted by the former institutional physician in his report on his one year service in Headingley Correctional Institution, in which he states:

> "It seemed to me that on occasion, valid criticism were dismissed with reflex defensiveness. This appears to be the case, for example, with the audit in May, 1982. A major part of the recommendations of that Audit have in fact been gradually implemented over the last year without problem."**

A number of memos written by medical and non-medical personnel at the institution have come to the attention of the Committee. They contain within them a variety of detailed criticisms of the Medical Audit report ranging from attacks upon the team itself and its accuracy of observation, to questions of whether or not it remained within its mandate, and go on in a rather confused and hectic way to try to point out to the medical team what they ought to have been doing.

In trying to understand the meaning of these carping comments, possible explanations suggest themselves. Firstly, that in the medical facilities, the medical staff felt somewhat slighted by the Medical Audit because it did not say more in praise about the great volume of work which they did in the difficult conditions of a security institution. We can understand this, but we are concerned, least this emotional response gets in the way of a genuine improvement and development in health care services in the institution. We are encouraged by the statement of the Medical Supervisor, even though it is made reluctantly by him, that:

> "Many of the recommendations made are with good foundation and are sound. All of the recommendations have been identified and proposed by our organization

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* College of Physicians and Surgeons of Manitoba, The Report of an Audit of Health Services at Headingley Correctional Institution: May 11, 12, 1982.

** Province of Manitoba, Department of Community Services and Corrections Corrections Division, "Physician's Report - Headingley Correctional Institution and the Winnipeg Remand Centre, 1982-83" (prepared by Dr. J. .M. Smith, Fort Rouge Medical Clinic).

> at varying levels over the past five years, well before the audit... The recommendations made are recognized and deserve attention which we believe they are receiving...."*

Secondly, the criticisms may be explained by the fact that the institution and its health care services came out very badly in the Report. One can understand some defensiveness about this, but a mature institution should be able to handle criticism and get on with the changes being recommended.

Nevertheless, we find as pointed out above, an acceptance of the report is very reluctant and grudging and suspect that this has to do with the contrary philosophies expressed by the Medical Audit and the institutional personnel, and in particular with the second recommendation of the Audit which states:

> "Formal agreements must ensure that the Health Care Program is independent with a clear separation of Health Care from matters of security."

The Audit Team felt strongly that the "role ambiguity" of health personnel produced a conflict within them, which tended to undermine their role in the institution. They, therefore, argued that an alternative strategy should be found for maintaining the security mandate along with the termination of the obligatory peace officer role of health personnel.** But in addition to the issue of the paradoxical role of health care personnel in the institution, (on one hand is a helping person, and on the other hand is a peace officer), there is the issue of a basic philosphical difference which, in the Audit, reflects the notion of the universal right of all people in this country to the provisions and access to a full range of health care services. This includes the narrower "medical" ones through to the creation of community mental health, leisure time activities, nutrition and so forth. This implicitly rejects the contrary notion

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* Province of Manitoba, Department of Community Services and Corrections, Corrections Division, "Memo re Medical Audit" (Medical Supervisor to Superintendent, Aug. 19, 1982).

** This could be effected by transfer of the Health Care Unit to the Department of Health.

that the inmate should not only be deprived of his freedom to move about, but also to his easy access to full range of health care services, such as are found in the normal community outside.

The Committee would argue even further that simply supplying the inmate with the range of services available to the average citizen on the outside, is not enough. In view of indications that by far the greatest majority of inmates in correctional institutions in Manitoba come from the lower socio-economic classes, and suffer the greatest effects of inequality, simple equity of health services is not enough. The Health Department to which the health care services of the correctional system is currently being transferred, should give strong consideration to a more active preventive approach to health care services for inmates in the institution, that would provide them with the opportunity for physical, dental and other services that may go beyond what is generally available to the public. This includes an obligation of the provincial correctional system to provide inmates with health care education and information.

The Committee, therefore, believes that the articulation of a clear-cut statement of philosophy of health care services within the correctional system in the form of a policy paper, would be an important and positive step forward toward the creation of a more humanistic prison system within Manitoba. In addition, this same idea should be articulated in the form of a principle of policy in the Manitoba Corrections Act, and should extend the concept of health care services within Corrections to include such areas as recreation, communications, visiting, nutrition, diet, physical education and so forth. If the recommendations of the Medical Audit are carried out in full, an improvement in facilities, services and the number and quality of staff would occur. This, together with our recommendations will result in an improved level of morale amongst the inmate population itself. The Committee strongly believes that once the morale of the inmate has been improved, his need to break-up the boredom of his day will no longer consist of the thrill which he gets by getting a band-aid applied to an infected corn by a harried nurse.

B. Facility

1. Medical Requirements

Elsewhere in this document the Committee has commented upon the rundown condition of the Headingley Correctional Institution. A Medical Audit and the report of the former institutional physician, substantiates these comments to point to some of the real practical problems of the ancient facility and equipment toward delivering any sort of community standard health service in Headingley. The basic preventive method such as routine stool examination to exclude parasites from the kitchen service help is not succeeding despite the willingness of the medical team to carry this out because of the lack of privacy afforded by the open toilets and the embarrassment of having to dip into the bowl after a B.M. for examination purposes. If open toilets are considered to be a continuing need for an institution such as Headingley Correctional Institution for security purposes in this day and age, then surely two or three stalls could be set up somewhere in the institution with doors on them that would permit medical routines such as this to be carried out without the embarrassment of the participants. However, there is no indication whether the new location of the medical facility will overcome this problem.

2. Abuse of Medical Space

Another feature of the current facility which has been underscored by the Medical Audit and the Report of the Institutional Physician has been the use and continued use of the medical facility for segregation purposes. It has been brought to the Committee's attention that cells in Psychiatric Block 6 and Medical Block 5 are being used to segregate behavioural problem and protective custody inmates. This practice is unacceptable.

Additionally, the health care reports indicate the same problem with regard to certain types of dependent inmates ("fit placement problems") such as deaf mutes, frail, the elderly and otherise handicapped. These inmates should not be occupying hospital beds, but should be placed in

convalescent oriented areas where their health care could be monitored.

C. Personnel

It is difficult to discuss the medical health staff without simultaneously discussing the more chronic problem of underfunding. We wish, at this point, to make a strong connection between the two - a matter which we have commented upon elsewhere. Nursing services have been stretched, perhaps at times beyond endurance, and part of this may be attributed to the understaffing of the unit. It has been suggested to us by supervisory personnel in the Medical Department that no fewer than 15 nurses are required for a facility of this size currently at Headingley Correctional Institution. However, a reduction in the demands upon the nurses' time by the diverting of many unnecessary complaints through the institution of other meaningful activities in the institution, and the use of simple first-aid techniques by the guards who are now taking this training, could greatly reduce the amount of time demanded of the nursing staff.

In addition to the short-staffing of nurses there is also a clear cut need for an expansion of services in the psychiatric/psychological and social work areas as well. Currently the institution has no psychologist on staff. The few counsellors are greatly over-extended in their work by large caseloads. There is no group counselling, family counselling, network counselling or any other services of this nature currently being offered in the institution, all necessary adjuncts to the maintenance of physical health of the inmates and mental well-being.

The staffing issue extends to the limited availability of custodial officers who are used as escorts for inmates sent on outside medical referrals.

The availability of staff to provide quality health care is an area which must also be looked at carefully by the Minister to provide an improvement in service.

D. Service

We commented in Section A on the distinction between preventive and residual health care services. Catching up with the 20th century is not easy for the penology system operating as it does today on many precepts from the 19th century. But the deprivation of good food and good health from people who have been imprisoned from committing crimes should not be part of the philosophy of contemporary criminologist and penalogists. Nor does it mean that security needs to be sacrificed for its expansion quality of life in the institution, where security is indeed necessary and reasonable. These problems of course have to be dealt with through the use of an adequate classification system and the existence of facilities which meet the needs of the various types and levels of security that the different inmates coming into the institution in fact represent.

The proposals for preventive community medicare which are contained within the Audit and the Institutional Physician's report, indicate that even today Mantoux and T.B. x-rays are still not being done, again, because of cost and consideration. In the course of his year's work, the Institutional Physician uncovered a number of new cases of diabetes, placing these people on treatment and giving them the education about the condition that they required. Although not great in numbers, a few hepatitis cases were found and isolated and a number of streptococcal infections were also discovered and isolated and treated. The introduction of these new wide-screening methods have undoubtedly prevented the occurrence of wider epidemics in the institution. The broad screening program which is now in existence is supported by the Committee. It is also hoped that as new screening methods and new areas of concern are developed these will be added automatically to the medical routines in the institution so that the community health standards are upheld within the institution.

In the case of difficult inmates such as those who are mentally ill, intellectually handicapped or behaviourly difficult for other reasons,

it is necessary to have a psychiatric nurse's help on hand. But it has been noticed by the Research Team of the Review Committee that certain guards who either by instinct or previous experience can be very useful in a firm yet humane way in helping to deal with these sorts of inmates. Certain Correctional Officers have demonstrated over a period of time, that they have a way with difficult cases such as these, and their abilities ought to be recognized and utilized in the institution. These guards should be responsible for the handling and behaviour of difficult inmates. The net result of this can only be a reduction in the number of reported and unreported incidences of inmate harrassment and beatings which are occurring at Headingley Correction Institution. The Committee has had it brought to its attention at least three different cases of inmates who have provoked the violence of guards whereas, had they been handled by others in the institution, the violence against them may have been avoided. In all three cases reported to us, the inmates had some degree of mental problems. That inmates with mental problems who are creating behavioural disturbances within the institution should be dealt with by the use of violence in this day and age is unacceptable, particularly when there are capable staff with demonstrated ability to deal with these difficult inmates.

The psychiatric service in the institution also seems to be suffering from a shortage of appropriate staff. The attendance of the current psychiatrist for three hours two times a week is hardly adequate for a population the size of Headingley Correctional Institution. What is required is the immediate increase in the amount of psychiatric sources available in the prison. This includes the role of the Native Medicine Man as healer, who must be acknowledged and incorporated at the health level with respect to the emotional and psychiatric need of the Native inmate.

A serious problem has been described to us by some medical staff at the institution to the effect that when serious psychiatric problems requiring hospitalization do occur, that Selkirk Mental Health Centre, for security reasons, has refused to accept these patients. If this service cannot be provided in the community then there is certainly a need for

a separate wing with special security and staff at Headingley Correctional Institution which can serve the whole correctional system for the whole of the province.

We are informed that the psychiatric service in Block 6 is composed of really two separate services. The forensic court ordered detainment for examination operated through the forensic clinic under Dr. Bankier where inmates are frequently held at the Headingley Correctional Institution and the regular or internal psychiatric service for inmates showing depression, stress and other psychiatric problems resulting from their incarceration and separation from the community. The Review Committee has some concerns about the use of the Headingley facility as a detaining task for forensic services, and if it is to continue to be used in this way it would be adviseable to have this as a separate wing.

E. Financial Resources

Repeatedly the Committee has been told, that many of the best programs that have been suggested and proposed have not come to fruition either because there were no funds for them or they were underfunded. A problem of underfunding has become very evident in the review of the medical services in the institution. Underfunding directly underlies the problems with the development of proper facility, provided with adequate staff and personnel, and adequate equipment and services. This is of critical importance. Both the long term and short term costs of ignoring the recommendations for the expansion and improvement of medical health care in the institution far out weigh in their political and human consequences any notion of the savings which can be achieved by failing to spend the money for improved facilities, personnel, equipment and programs.

One can only wonder at the intentions of the administration and government with respect to health care for inmates within the institution, when simple and standard instrument packs, autoclaves and instruments necessary to perform minor surgery are not available. What clinic in

the community, no matter how small, does not possess simple standard equipment such as cloth drapes, autoclaves, instruments and supplies? How can it be said by the critics that the current quality of health care in the institution is comparable to that which exists on the street in view of these facts? Alternatives to this is the costly use of Correctional Officer escorts and vehicles to take patients into town to have minor surgery conducted in a hospital. The conclusions are clear. Decades of neglect by succeeding governments towards correctional institutions as a whole and, in particular, to the health care services must be faced with the only possible solution, that is, to increase spending and upgrade the quality of the health services s in the provincial correctional system in all of its respects.

F. Humanization of Health Care Services

We have discussed above the issue of health care workers operating as peace officers, as well as the possibility of guards fulfilling certain functions. We have argued that certain guards have shown a propensity for work with difficult and problem patients. In addition to general training in C.P.R. and first aid for all guards in the institution, certain guards should be selected for special training to work in these more selective areas. This would free precious medical staff time to be used where it is most needed.

Because the health care service in the institution depends so much upon the vigilance and cooperation of the Correctional Officers on the floor, regular consultation with them by representatives of the health care staff in an organized fashion would seem to make eminent sense in order to continue to make improvements in health care at the institution.

Staff access to health care services is more controversial. As a result of an incident in the health care unit at the institution this year,* staff are now provided only with emergency health care services. The Committee is aware of at least one incident in which emergency medical attention was refused.

Although it is true that guards have access to the whole of the health

* A nurse was sexually assaulted by a correctional officer.

care system outside of the institution, the Committee is of the opinion that in keeping with the growing awareness of workplace health and safety standards as well as the high stress nature of institutional work, that a health care plan should be established in the institution to meet the needs of the guards. In addition, the issue of occupational related health hazards are vital and should not be overlooked in the correctional environment. It has been reported to us that a host of stress related medical and emotional problems are plaguing the correctional staff at this institution. The plant could serve as the base from which a regular examination and monitoring of the correctional staff by the institutional physician could take place.

G. Administration of Health Care Services

The Medical Audit drew attention to the omission of a policy statement and objectives for health care within correctional institutions. The Committee is also unaware of any formalized statement, although it has been indicated that such a policy is being drafted.

We pointed out that part of the problem in formulating a health care policy may reside with the Corrections Act itself, which states in Section 33(2):

> "The Correctional Institution may allow inmates to undergo treatment and hospitalization"

A clearer statement in the Act itself is required to provide the mandate for a progressive and humane philosophy with respect to health care in the correctional system of Manitoba.

H. Information on Health Care Services

The current source of information available to the new arrival at the institution on the range, eligibility and availability of health care services both within the institution and outside of it, as well as the process he must go through to see a medical representative is

contained in the "Resident Information Bulletin".*

The brief statement contained therein gives little information as to the nature of the service, aside from alluding to physical, dental and psychiatric personnel and services and a brief allusion to glasses and hearing aids.

The section explaining the procedures for seeing one of the medical personnel in obscure and difficult to understand and seems to restrict access to the Medical Section by requiring that a person be obviously sick to staff. No advice is given to the new arrival about what he should do if perhaps he is sick, or if he needs medical advice or information. The decision seems to be dependent upon the Correctional Officer's willingness to issue the inmate a pass, or for the counsellor to agree to a referral to the psychiatrist.

Although the Medical Audit's recommendations are gradually being put into operation which will improve the services actually available quite substantially, there is a paucity of information about these changes available to the inmate.

I. Monitoring of Health Care Services

From correspondence we received, it would appear that monitoring of the developments in the operationalization of the Audit's recommendations has taken place over a period of one year, since the Audit's publication. Certainly, monitoring the progress is a very useful tool for management. We would recommend, therefore, that annual reports be made and that periodic audits for further improvements, economies and so forth to the system be planned. The principle of periodic outside audits of various important functions within the correctional system is, in fact, one way by which community participation and monitoring of the Correctional system can take place on a more effective and responsible basis.

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* Headingley Correctional Institution, "Resident Information Bulletin", n.d.

J. Nutrition

A comparative study of food services in Correctional Institutions in the province of Manitoba was prepared for the Deputy Minister of Corrective and Rehabilitative Services in 1977.* The study's findings indicated that the delivery of food services in correctional institutions were inadequate in terms of the quality, purchasing procedures and inequalities in expenditures. The Study recommended a number of methods to upgrade the quality, efficiency and cost-effectiveness of the food service section and the appointment of a Food Services Administrator who would oversee these changes and monitor food services over the long term. While the Corrections Department agreed to the Report's findings and recommendations, it was decided that the cost factors, which prevented the hiring of the recommended Food Service Administrator, precluded action on the key recommendations.

Although minor changes have been implemented in the delivery of food services, the Committee remains concerned about the quality and efficiency of the food service at the institution. A recent report prepared by the Nutritional Specialist from the Provincial Home Economics Directorate** indicating that in key areas the menu plan at Headingley is insufficient for the requirements of the population, particularly with respect to vitamin and mineral content. Fresh fruit and vegetables are rarely available to the population and the menus in general have a very high fat, sugar and starch content. We find this diet particularly unacceptable since there is a growing body of medical evidence which suggests a relationship between certain food elements (such as additives, sugar and vitamins) and certain types of behaviours.

On the basis of this study and observations we made in the institutional cafeteria, we conclude that improvements in the delivery of food services are urgently required. It is the opinion of the Committee that the food services provided to the institutional population must initially

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* Province of Manitoba, Department of Correctional and Rehabilitative Services, A Study of Food Expenditures in Corrective and Rehabilitative Services and Institutions in the Province of Manitoba. (The Graham Report, 1977).

** Province of Manitoba, Home Economics Directorate, "Review of Menus at Headingley Correctional Institution", (prepared by J. MacDonald) June 6, 1983.

provide a healthy, well-balanced diet.

In all of the independent and collective research of the Committee, we have yet to discover a single documented instance of a riot in a correctional institution which has been caused by decent, palatable food being served. Indeed, one of the few pleasures of a legitimate nature available to inmates in an institution would be that of decent palatable food being served. One way to augment this would be through the recommendation of the Medical Audit No. 25 which states:

> "(that there should be) a reinstatement of the regular contact between the Residents' Council and the Chef"

In addition to this principle of participation, the Committee also recommends that inmates should be provided with educational information of good nutrition and nutritional habits.

K. Recreation

Present facilities at Headingley Correctional Institution provide recreational opportunities for both sentenced inmates and remands. Activities in which the inmates and remands can participate include:

- team sports, such as baseball, basketball;
- weightlifting;
- films and television;
- social events such as inmate/community socials; and
- institutional library

Formerly, a hobby craft shop was available for inmates' use as well. However, due to Fire and Safety Standards, this shop was closed. The only activity of this nature available to the inmates is the building of model wagons which can be done in the inmate's cell.

The availability of recreational facilities for a population of the size of Headingley Correctional Institution is a matter of great concern to the Committee. Both inmate representatives and staff indicated to us that the facility itself presented a problem in structuring recreational activities. The sports field, for example, is not a well-maintained area, making it difficult to engage in such sports activities as football and jogging. The weightlifting room is also not considered adequate by the Committee. During an evening visit to the institution, it was seen that this area was very popular among the inmates; however, it is placed in a confined space to which no proper ventilation is linked.

Moreover, it would appear that the institutional management is not responsive to proposals of minimal cost which could improve recreational activities. Proposals for outside activities, such as badminton, volleyball and a jogging track have been denied. Moreover, institutional management have not ensured that adequate equipment is available for two teams to participate in team sports.

Library facilities at the institution are abysmally poor. A tour of the small library revealed that little of redeeming quality, except for one set of encyclopedia is available. Offers as long ago as 1971 had been made by the University of Manitoba to provide a travelling library service to the institution, however, this was not acted on. The library would have been set up in the institution and shipping charges at that time would have been paid both ways by the University of Manitoba. An offer to provide any books which the institution may have wanted were also made. Essentially this service would have sent up to 250 books at a time to the institution for distribution amongst the population. The Committee would suggest that a little imagination and common sense could be applied to design a campaign directed at the community to donate books which would greatly improve the institutional library.

Under present conditions, access to the use of these facilities which are available is restricted. The schedule appears to provide approximately two hours of recreational activity per day. However, we point

out that this time period includes movement from cell location to the recreational area. Recently the annexes and the main institution use the gym at different times. This separation came about on the basis of a decision of the SIP to extend the concept of separation of the main institution and the annexes. This has been a major source of complaint amongst the inmates, since the separation has meant a decrease in the amount of recreational time available. This separation has put a further increase on the number of staff available for other duties within the institution since inmates must be accompanied by a certain number of staff while participating in recreational activity.

The Committee also learned that the library is only open for one-half hour between the hours of 6:30 and 7:00 three times a week. While in its current state, there may not be a need for opening the library any longer than this, an upgrading in the collection will also necessitate greater flexibility in hours.

The institutional social calendar for the year includes some eleven social functions. An examination of the schedule indicates that for certain months there are no social activities at all. Moreover, given restrictions on staffing and overtime, there has been concern voiced that some of these activities may have to be cancelled for this year.

In previous times a space was made available as a meeting room for the Native Clan. Activities of a social, cultural and religious nature took place in this room. Space has however been taken away from the Native Clan and in spite of the shortage of funds to finance social and cultural activities, nothing is happening in this area.

The occasional opportunity for inmates in the institution to meet with outside visiting groups has also been severely restricted. Fire and Safety Standards indicate that 300 individuals can be in the gymnasium at one time. However, as a result of administrative decisions, there currently exists confusion amongst the recreational staff as to what the numerical criteria in fact is. Quotas for the number of visitors are established, but then changed at the whim of the Supervisor of Institutional Programming, without adequate rationale or justification. On one occasion, arrangements had been completed for a travelling

band from the U.S. to perform in the institutional gym. At the last moment, they were cancelled by the Supervisor of Institutional Programs shortly before the concert was about to take place. Sporadic decisions such as this, which also effect members of the community, do not foster positive community relations.

Thus the Committee must report that the lack of adequate recreational facilities and equipment for the inmate population is a serious problem resulting in a great deal of idleness, boredom, and sagging morale. We would argue that the reason for this is due to the philosophy of recreation which prevails within the correctional system. Its philosophical ties narrowly defines recreation as a residual activity and as a privilege. At Headingley, it is understaffed and underbudgeted. The Committee would argue however that recreation is an integral part of the institution. Current correctional thinking raises the importance of recreation in prison environment to a much higher plain. Correctional administrators in other jurisdictions are increasingly seeing recreational programming as a positive management tool, since it contributes to:

- the physical well-being of the inmate;
- the mental well-being of the inmate;
- the social climate of the institution;
- positive reintegration and rehabilitation

Recent studies have demonstrated effects of a well developed recreation program upon not only the inmate population, but upon staff as well. Mentally and physically fit individuals pose less of a strain on institutional services.

The Committee would also argue that the importance of recreation in the institution is not exclusive to inmates but includes staff as well.

Certainly a cursory examination of the physical condition of many of the guards would indicate that regular recreational activity is of importance. Access to the gym for regular physical training for staff is a fundamental necessity for the physical and well-being of staff.

The recreational program at Headingley Correctional Institution needs

to be redesigned to incorporate recreation in a fuller sense into the activities available in the institution. The determination and selection of the variety of recreational activities in general, should involve consultation with both the Resident Council and representatives of the staff.

L. Visiting

The need for a visiting program in correctional institutions is a well-recognized one. The prison sentence is intended to isolate the offender for the protection of the community and to contain him/her to prevent the commitment of further crimes. Yet, ultimately, the offender returns to society. The separation from the community during incarceration can negatively effect an inmate's well-being and that of his/her family. Indeed, separation in itself can pose difficulties for the inmate upon his/her return to the community.

It is not the intentions of the court to punish the spouse and children of a convicted offender. Thus efforts must be made to minimize the effects of incarceration upon the family. Visiting opportunities must be provided to both families of remanded persons and convicted offenders. This contact will ease the transition in personal matters for both inmate and family, during the initial stages of incarceration through serving of the sentence and reintegration into the community. Equally necessary is the maintenance and development of social ties within the community to which the offender ultimately returns.

At Headingley, the operation of a successful visiting program are impeded by the following factors:

- Distance from Winnipeg: Headingley's location on the outskirts of Winnipeg requires a half-hour highway journey;
- Inadequate transportation: transportation is provided by a commercial busline for the Tuesday and Thursday evening visits, but not on week-ends;
- Inadequate facility: visiting takes place in the dining room, which only has a capacity of 192. This necessitates restricted visiting hours: inmates with last names from

> A to L are granted visiting privileges Tuesday evening and Saturdays, those with last names from M to Z have visiting privileges Thursday and Sunday. Moreover, the dining room at Headingley, albeit one of the most modern segments of the institution, does not provide an atmosphere conducive to hospitable visiting. Of particular concern is that no toys or recreational equipment is available for children. The absence of an activity for children can make visits difficult for both inmates, their visitors and security.

Clearly at Headingley there is need for acknowledgement and support to provide a more modern, acceptable visiting program, which indeed provides reasonable visiting opportunities to inmates and their community.

CHAPTER VIII CONCLUSIONS AND RECOMMENDATIONS

A. Philosophical Statement

In the formulation of its conclusions and recommendations, the Committee has applied the following philosophical principles:

1. Incarceration by the state should be imposed or continued only under such clear and compelling circumstances as may be required for protection of the social order.
2. Punishment by incarceration means loss of freedom, not loss of dignity and human rights.
3. Public resources and services should be available to assist inmates to improve their ability to re-establish themselves in society.
4. Adequate security and safety for staff, inmates and the community is an integral part of the correctional system.
5. There is a fundamental need for the involvement of Native people at all levels within the Province's correctional system.
6. It is the responsibility of the government to foster a public awareness and sensitivity to engender community support of the above philosophical principles.

Staff Rights, Needs and Responsibilities

By now the Minister is aware from our Report as to the sources of low morale and efficiency of the institution. Throughout our report we have addressed these concerns and have attempted to identify and elaborate these items for the purpose of recommending solutions to these problems. Integral to these solutions is the need for an elaboration of a statement of staff rights, needs and responsibilities. Of necessity, these will be quite different from those of the inmate group, especially because of the fact that staff, unlike inmates, are not dependent upon the institution either in the same way or to the same degree as the inmate group. We have identified the following list:

1. A right to participate in the running of the institution which includes information and communication flow in both directions;
2. Clearly defined roles;
3. Education and training relevant to job activities and career development;
4. Differential assignments related to skills and abilities;
5. Informed behavioural science consultation on managing people;
6. The development of professionalism.

Inmate Civil Entitlements and Responsibilities

Because prisoners are entitled to every constitutional right exercised by those in the outside population except for those inherently in conflict with the operation of an institution, and because they are dependent upon the institution and the state of their survival and well-being, which again are no different than that of the general public, it is necessary that a statement to this effect be one of the outcome of this Review and one of the first items on the agenda of a future tribunal, commission or correctional administration.

Recently, the new Policy Directives - Adult Correctional Institutions* has come to our attention. The document as a whole is of course a necessary and vital one in the effective operation of a correctional system, identifying as it does, many of the standards in accordance with which the institution must be run.

We would hope that these directives be considered in the context of the Headingley Interim Report. Failure to do so would produce less than the desired outcome from our Review. It should also be noted that it is our considered opinion that the current Policy Directives document contains some omissions, contradictions and confusions.

One of the problems of the current administration's thinking is its tendency to confuse or fail to distinguish between human rights and human needs. These two are very separate areas. The provision of human needs as distinguished by Lord William Beveridge and Professor

* op. cit.

Leonard Marsh in their seminal documents have long been established and need no further elaboration here. Yet what we find in the section on inmates' rights in the Directives is primarily from this category of human needs - sanitation, nourishment, clothing and shelter, health care and so forth, rather than from the category of human rights:

- unrestricted access to courts and legal counsel;
- freedom from physical and psychological abuse;
- explication of institutional rules and sanctions.

The Committee's philosophical statement underlines the need to establish a basic standard as to what rights an inmate is entitled. Equally important is the need to establish a means for the enforcement of these rights through an appropriate grievance and hearing mechanism for the correction system. This issue the Committee has addressed in its recommendations.

B. Recommendations

We have addressed our recommendaions to the issues of central importance. We would emphasize that there are many recommendations that appear throughout the Review which apply to various facets of our study. In some cases, the recommendations are explicit, and at other times, implied.

It is the intention of the Committee that the Minister regard this Review as an integrated whole. Some of the issues are so complex that to isolate them in this final chapter is to run the risk of taking them out of context and possibly to distort them. In this concluding chapter, the Committee endeavours to provide the Minister with fundamental recommendations that are necessary to restore vitality to the ailing correctional system of Manitoba. In our opinion, it is imperative that the government of the day act upon these recommendations, their spirit and intent. We point out that by referring to the body of the Review, the Minister will find solutions which can provide

immediate ameliorative relief to the system. The recommendations which will provide the long-term structure for the correctional system of Manitoba are written below.

I. The Corrections Act

A major conclusion of the Committee is that the Corrections Act in its current format does not provide sufficient mandate for an integrated community-based corrections structure, that is a structure which extends from prevention to post-incarceration. It is, therefore, a recommendation of this Committee that the Corrections Act be amended to provide statutory sanction to those recommendations that must be enshrined in law to be effective. In the amendment process, particular attention must be paid to the following areas:

- Legislation for diversion mechanisms to ensure that incarceration is avoided, whenever possible. This would provide a mandate for development of maximization of such services as probation, fine option and other diversion alternatives.
- Legislation to provide appropriate criteria and standards as to inmate needs and in particular:
  - basic institutional facilities and services;
  - inmate space ratio;
  - inmate health care and related social services;
- and that this legislation comply with the Canadian Bill of Rights.
- Legislation be developed to provide an explicit mandate for a gradual release program from institutions which would include the establishment of an independent board to administrate this program.
- Legislative amendments must consider the implications of the new federal Young Offenders Act.

II. Policy

The Committee has found that an explicit government policy for Corrections is lacking. We, therefore, recommend that a comprehensive

policy for both community corrections and institutional corrections be developed by the government of the day. These policies should take into consideration the philosophical statement which this Committee has ennunciated in addition to the Canadian Bill of Rights.

This policy must lay a clear basis for the humanization and normalization of correctional institutions, equally for staff and inmates.

In keeping with this recommendation, the Committee strongly recommends that a policy for Native offenders be developed. Manitoba can lead the way in establishing alternatives to the current warehousing of the Native population. This policy must take into consideration the realities of the urban/rural split in the Native population. It is imperative that this policy be developed in consultation with Native leaders within the major Native organizations in the Province.

The Committee urges that a comprehensive health care policy be articulated which considers the following:

- an active, preventive health care policy for both staff and inmates which provides for comprehensive health care services, health care education and information.
- The Committee recommends the development of policy and facilities for special needs offenders, including the mentally and physically handicapped, and the elderly.
- The Committee recommends that Native spiritualism be acknowledged as a religion, and that it be supported through appropriate funding.
- The Committee also recommends that the role of the Native medicine man be acknowledged and fully integrated into the health care services provided at the institutions.

III. Corrections Commission

The Committee is impressed by the fact that political leadership is difficult to effect in the correctional system. One of the main reasons for this is there is no strong effective voice which

articulates the needs of the system as to policy and financial requirements. We would strongly recommend to the government that an independent corporation be established in order to give the correctional institutions an autonomy that will enable the corporation to articulate what the system requires from the government.

The essential qualities for this Commission are that it be:

- Autonomous
- Authoritative
- Answerable to government through the Minister, and

that it be comprised of a combined element of professional and citizen representatives of the community at large.

This Commission would be charged with the responsibilities to oversee the organizational transition we propose.

We would suggest that a model be based along the lines of the principles and structure of the Legal Aid Services of Manitoba. As the government knows, this corporation, albeit publicly funded, has sufficient autonomy to make those policy decisions and requests for funding to provide a delivery to service to the administration of justice system which is necessary and required. The incarceration system of Manitoba would benefit from this kind of corporate entity with an independent board which will enable the administering of an institutional structure to take place in a fair, impartial and responsible manner.

IV. Administration

We find the current administrative structure, from the Commissioner to the institutional management deficient in terms of structure, rationale and personnel.

We recommend that the Minister undertake a complete rationalization of the organizational structure of the Corrections Division from the

Office of the Commissioner through the Directorships and through the institutional level. This organization must be devised in line with a clearly articulated philosophy and policy. The requirements for a cohesive rational organizational structure should include:

- demonstrated, competent administrative skills and abilities;
- clear lines of authorities and clear responsibilities;
- competent research and support staff.

There is an urgent need for new blood within the system. The abusive practice of appointment through secondment must be curtailed. We recommend that active searches, through national, open competitions be required to fill new positions. These positions should have competitive salaries.

A reliable system of personnel evaluations must be an integral part of this administrative system.

V. Communication/Information Flow

We find the current flow of information from the top down and vice versa archaic and highly inefficient. We, therefore, recommend that:

- A modern, reliable information system be put in place to improve base knowledge and to improve communication between various levels.
- This information base be computerized, where appropriate.

VI. Inmate Classification/Information

A major shortcoming in the present system is the absence of pertinent and reliable information to assist in the classification of inmates and remands. We, therefore, recommend that the correctional system devise and apply a systematic, valid classification system, which:

- provides, up-to-date, reliable informaion on inmates and remands;
- consolidates information available through the system, such as that contained in pre-sentence reports, court judgements, and previous records; and
- includes a mechanism for control and monitoring of information being provided.

VII. Facilities

The Committee recommends that serious considerations be given to replacing Headingley Correctional Institution with a more modern facility. However, it is not our intention to make the typical mistake of assuming that a new environment or facility can, in itself, provide a more humanistic, efficient correctional system. The principles and objectives which need to be developed by the government must guide the design of this facility. This facility must make provisions for a basic standard of inmate space ratio including appropriate space for activities. This facility must be capable of providing differential security for the varying security levels of offenders which would be housed in the institution.

The Committee recommends that a short-term offenders' unit be constructed to deal with those offenders who are sentenced to six months or less. We recommend that this facility be created within the Winnipeg community.

We recommend that a Community Release Centre be established within the Winnipeg Centre which would provide the resources and space for the community release arm of the institutional program.

The Committee recommends, as other Committees and Reports have recommended, that a Remand Centre be built. The building of a Remand Centre would have direct implications for the space available at Headingley Correctional Institution.

VIII. Staff Requirements

It is the opinion of this Committee that an improvement in staff morale will occur only if competent, efficient leadership and management is shown. This in itself will ameliorate the major cause of discontent.

We point out that appropriate staffing levels and deployment practices can only be determined when policies and priorities have been made clear. These priorities should be:

- Explicit definition of roles for staff must be made. In an institution such as Headingley, staff roles can be differentiated according to the functions they are expected to perform and the nature of their contact with inmates. Consideration must be given to the types of skills which staff possess. These roles and expected performance should be clarified; the practices of the past, where new job terminologies have been introduced without clarification only aggravate and confuse staff.
- Selection methods for staff need to be aligned with institutional purpose and objectives. An active recruitment of Native personnel should be pursued.
- Comprehensive training and upgrading of staff must be an integral part of the corrections process. This must include a thorough cross-cultural awareness training program and provide for staff at all levels.
- Supervisory and management skills should be actively cultivated in staff through training.

IX. Inmate Requirements

In reflecting on all of the evidence on the inmate population and various programs available to it at Headingley, the Committee was struck by one over-riding observation. This was the overpowering feeling of idleness, boredom and inactivity for the bulk of the inmates. Those who had something to do occupy their time, were regarded as the lucky ones and they represented a small minority.

A second important feature of the institution is the wide variety of sentences co-existing in the institution ranging all the way down from two years less a day, to two or three days.

Finally, we are fully aware of the security function of the prison and are cognizant as well that inmates represent different degrees of risk and require a system of differential security.

But, notwithstanding this last fact, the Committee strongly feels that the physical and mental health, morale, security and general climate of such an institution would be greatly enhanced by the provision of opportunity for all inmates, regardless of sentence length, to take part in some form of meaningful activity to help them occupy their available time.

Part of the clasification system's job should be to ascertain, project and match up the variety of activities available in the institution with the length sentence and level of security each inmate represents thereby greatly increasing in number, quality and access, the variety of activities available in this institution. It is recognized that it will be very difficult to provide inmates with short sentences (three months or less) with work training, educational, intensive rehabilitative programs which normally require a longer period of time. This may vary, in reference to these these three factors, a persor spending his/her 1-2 week in a life-skills program, a person spending their sentence in a drug/alcohol program or to engaging in an educational program.

Where possible, the opportunities and activities provided should help to ameliorate course which may have brought them into contact with the law.

The concept can be articulated in the principles of a full day's meaningful occupation for every inmate. These activities should take into consideration activities which are apparently for the setting. While we endorse the principle of work camps, in the case of Bannock Point, we question whether its use and location are in the best

interest of the inmate population it serves. If outside work activities are to be encouraged we would recommend that fuller use be made of the expanse of land on which Headingley Correctional Institution is located.

The Committee recommends that realistic pay levels, in line with Provincial standards, be developed for all inmates who are engaged in meaningful activities while incarcerated. In addition to this, we recommend that a program be established where all inmates who are meaningfully occupied, in turn, pay a per diem rate to the institution for their maintenance.

We recommend the establishment of a legitimate, independent Inmate Council at Headingley Correctional Institution. This Inmate's Council must be allowed to organize independent of management. Viable mechanisms within the institution must be put into place to ensure that effective communication between this Resident Council, staff and management occurs regularly.

We further recommend that a separate, impartial third party be established to which inmates can address their grievances, should they fail to receive satisfaction from correctional management. We recommend that this body be comprised of professionals and laymen who are independent of the correctional system and are empowered to hear, render decision on grievances brought before them, and enforce this decision.

X. Investigations

It is the conclusion of the Committee that the role and powers of the Chief Investigator are ill-suited to the requirements of the correctional system. Indeed, the Committee is of the opinion that the internal investigative process in its current form cannot achieve justice within the system at any level.

We therefore recommend that matters of investigation be turned over to the apprpriate external bodies, according to issue.

We strongly recommend that all cases which involve alleged breaking of the Criminal Code of Canada or Provincial law, regardless of the party involved and the circumstances under which such incidents take place, be investigated by the Attorney General's Department.

Keeping in mind the dependent relationship that inmates have with the institution, and that institutional staff have with each other, we recommend that the Attorney General's Department be notified immediately of possible criminal charges so that the Attorney General can exercise his/her responsibility to ensure that the Criminal Code of Canada is properly enforced.

XI. Audits

The Committee has seen that the internal audit structure and process which has been in practice in the Corrections Division is ineffective in monitoring and controlling administrative and management practices and procedures within the system, and in ensuring that corrective action takes place. We therefore recommend that this structure be revised so that it becomes both credible and effective.

The Committee has observed unexplained discrepancies in accounting procedures within the Corrections Division. We therefore recommend that a thorough, independent financial audit be initiated by the Minister.

XII. Evaluation

It is essential for the healthy functioning of an organization such as the Corrections Division that there be an on-going, well-funded research and evaluation program. A commitment to this important aspect of administration within the current organizational structure is lacking.

The Committee recommends that on-going, independent research, monitoring and evaluation of programs and activities be planned for the Corrections Division.

These evaluations should draw on appropriate bodies of expertise both within the government itself and from the community, so that useful and credible results from such research can be achieved. This would include the utilization of such skills and expertise available from the Department's Program Review Branch, relevant government departments such as Health, Education and Labor. In addition to outside agencies such as the Institute for Social and Economic Research (ISER).

APPENDIX I

TERMS OF REFERENCE

APPENDIX I

TERMS OF REFERENCE

1. The review will examine the administrative structure and lines of authority within the adult correctional system.

2. The review will study issues related to space difficulties in adult correctional institutions, including:

   a) functional planning for remanded persons and sentenced offenders held at Headingley Correctional Institution and the Winnipeg Remand Centre, and inmates held under The Intoxicated Persons Detention Act in Winnipeg, and other locations;

   b) the legal and practical implications of the physical separation of children from adults, and males from females in adult correctional institutions;

   c) short-term holding facilities and procedures for Child Welfare cases detained in adult correctional institutions;

   d) facilities and procedures for holding remanded women at the Brandon Correctional Institution; and,

   e) the need for short-term holding and reporting unit for offenders participating in work release programs in Winnipeg.

3. The review will undertake a cost-benefit analysis of Correctional Rehabilitation Camps.

4. The review will study issues related to programming available to inmates of adult correctional institutions, including:

   a) medical services available to inmates of correctional facilities;

   b) criteria and procedures for the Temporary Absence Program; and,

   c) methods to develop increased participation in offender work programs.

5. The review will examine current staff training programs for employees of adult correctional institutions, including consideration of expanded curricula.

6. The review will assess requirements for amendments to revise and update The Manitoba Corrections Act.

APPENDIX II

INMATE STATISTICS

Source: Dept. of Community Services
and Corrections,
Adult Corrections Division
Province of Manitoba

Table I - Sentenced Offenders by Most Serious Offence, Headingley Correctional Institution, 1982

Table I(A) - Sentenced Offenders by Most Serious Offence, Headingley Correctional Institution 1st Quarter, 1983

Table II - Summary of Admissions by Age and Ethnic Status, Adult Correctional Institutions, Province of Manitoba, 1982

Table III - Summary of Admissions by Age, Adult Correctional Institutions, 1982

Table IV - Total Admissions by Ethnic Status, Adult Correctional Institutions, Province of Manitoba, 1982

Table V - All Admissions by Admission Status and Sex, Adult Correctional Institution & Winnipeg Remand Centre, Province of Manitoba, 1982

Table VI - Marital Status at Time of Admission, Adult Correctional Institutions, 1982, Province of Manitoba

Table VII - Total Admissions by Age, 1981, Adult Correctional Institutions Province of Manitoba

Table VIII - Total Admissions by Age Adult Correctional Institutions, Province of Manitoba, 1980

Table IX - Summary of Average Inmate Population Statistics, Adult Correctional Institutions, Province of Manitoba, 1982

Table X - Summary of Early Release Data, Adult Correctional Institutions, Province of Manitoba, 1982

TABLE I

APPENDIX II

SUMMARY OF

SENTENCED OFFENDERS BY MOST SERIOUS OFFENCE

HEADINGLEY CORRECTIONAL INSTITUTION, 1982

	Length of Sentence (Days)										
* Most Serious Offence	1 - 14	15 - 30	31 - 60	61 - 90	91 - 180	181-365	366-545	546-729	730+	TOTAL #	TOTAL %
Against Person	6	16	20	21	32	38	5	19	43	200	9.4
Property/Theft	29	71	40	63	139	234	44	59	58	737	34.5
Driving Offences	188	181	117	46	92	41	2	3	0	670	31.3
Narcotics	14	29	13	16	20	16	7	7	1	123	5.7
Miscellaneous	85	89	45	30	66	66	6	15	7	409	19.1
TOTAL #'s	322	386	235	176	349	395	64	103	109	2139	
%	15.1	18.0	11.0	8.2	16.3	18.5	3.0	4.8	5.1		100

* Against Person: Murder, Attempted Murder, Other Homicides, Sexual Assault, Other Sex Offences, Assault/Wound/Kidnap

Against Property: Robbery, Extortion, Housebreak Offences, Thefts, Possession of Stolen Goods

Driving Offences: Drive dangerously, Negligence, Refusing Breathalyzer, Driving with over 0.08 alcohol, Driving while suspended/impared, Highway Traffic Act

Narcotics: Narcotic Offences

Miscellaneous: Fraud, other Criminal Code Offences, other Federal Offences, other Provincial Offences, Municipal by-laws

Source: Dept. of Community Services and Corrections, Adult Corrections Division Province of Manitoba

APPENDIX II

TABLE I (A)

SENTENCED OFFENDERS BY MOST SERIOUS OFFENCE

HEADINGLEY CORRECTIONAL INSTITUTION

1st QUARTER, 1983

	Length of Sentence (days)										
* Most Serious Offence	1-14	15-30	31-60	61-90	91-130	181-365	366-545	546-729	730+	TOTAL	
										#	%
Against Person	1	7	5	6	17	9	0	4	6	55	8.6
Property/Theft	6	21	19	23	34	59	8	12	11	193	30.3
Driving Offences	72	70	51	22	23	15	1	1	0	255	40.0
Narcotics	4	6	6	3	7	5	0	0	2	33	5.2
Miscellaneous	16	32	9	4	12	20	6	1	1	101	15.9
Total #	99	136	90	58	93	108	15	18	20	637	
%	15.5	21.4	14.1	9.1	14.6	17.0	2.4	2.8	3.1		100

Source: Dept. of Community Services & Corrections,
Adult Corrections Division
Province of Manitoba

APPENDIX II

TABLE II

SUMMARY OF ADMISSIONS BY AGE AND ETHNIC STATUS

ADULT CORRECTIONAL INSTITUTIONS

PROVINCE OF MANITOBA, 1982

AGE	STATUS INDIAN		NON-STATUS INDIAN		METIS		WHITE		OTHER		TOTAL	
	#	%	#	%	#	%	#	%	#	%	#	%
15 - 17	5	0.3	5	1.1	5	0.6	12	0.5	5	6.0	32	0.6
18 - 19	265	15.8	55	12.2	120	16.3	430	16.1	6	7.1	876	15.6
20 - 24	575	34.2	149	33.1	226	30.8	867	32.5	30	37.7	1847	32.9
25 - 29	305	18.2	92	20.4	136	18.5	489	18.3	19	22.6	1041	18.6
30 - 34	214	12.7	65	14.7	95	12.9	285	10.7	11	13.0	670	11.9
35 - 39	114	6.8	32	7.1	63	8.6	176	6.6	1	1.2	386	6.9
40 - 44	66	3.9	21	4.6	38	5.2	151	5.7	2	2.4	278	5.0
45 - 49	89	5.3	10	2.2	27	3.7	88	3.3	4	4.8	218	3.9
50 +	46	2.7	20	4.6	24	3.3	167	6.3	3	3.5	260	4.6
Unknown	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	1679	100	449	100	734	100	2665	100	84	100	5608	100

Source: Dept. of Community Services
and Corrections
Adult Corrections Division
Province of Manitoba

TABLE III

APPENDIX II

SUMMARY OF ADMISSIONS BY AGE

ADULT CORRECTIONAL INSTITUTIONS, 1982

AGE (Years)	INSTITUTION											
	Headingley		Brandon		Dauphin		The Pas		Portage		Total	
	#	%	#	%	#	%	#	%	#	%	#	%
15 - 17	14	0.5	7	0.5	2	0.4	6	0.6	3	1.0	32	0.6
18 - 19	338	13.4	256	19.3	97	20.9	138	13.8	47	15.1	876	15.6
20 - 24	814	32.4	442	31.9	147	31.7	349	35.0	115	37.0	1847	32.9
25 - 29	505	20.0	223	16.9	73	15.8	190	19.1	50	16.0	1041	18.6
30 - 34	307	12.2	151	11.4	45	9.7	105	10.5	62	19.9	670	11.9
35 - 39	185	7.4	89	6.7	29	6.3	70	7.0	13	4.2	386	6.9
40 - 44	147	5.8	63	4.7	24	5.2	37	3.7	7	2.3	278	5.0
45 - 49	75	3.0	45	3.4	17	3.7	70	7.0	11	3.5	218	3.9
50 +	130	5.2	66	5.0	29	6.3	32	3.2	3	1.0	260	4.6
Unknown	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	2515	100	1322	100	463	100	997	100	311	100	5603	100

Source: Dept. of Community Services
and Corrections
Adult Corrections Division
Province of Manitoba

TABLE IV

APPENDIX II

TOTAL ADMISSIONS BY ETHNIC STATUS,
ADULT CORRECTIONAL INSTITUTIONS,
PROVINCE OF MANITOBA, 1982

ETHNIC STATUS	INSTITUTION											
	Headingley		Brandon		Dauphin		The Pas		Portage		TOTAL	
	#	%	#	%	#	%	#	%	#	%	#	%
Status Indian	480	19.0	404	30.5	130	28.0	522	52.3	143	46.0	1679	29.9
Non-Status Indian	174	6.9	60	4.5	9	1.9	161	16.1	45	14.5	449	8.0
Metis	225	10.1	146	11.0	165	35.6	131	13.1	37	11.8	734	13.0
White	1542	61.3	699	52.8	158	34.1	181	18.1	85	27.3	2665	47.5
Other	64	2,5	13	1.0	1	0.2	2	0.2	1	0.3	84	1.5
TOTAL	2515	100	1322	100	463	100	997	100	311	100	5608	100
Combined Population of Native Origin	909	36	610	46.1	304	65.6	814	81.6	225	72.3	2862	50.9

Source: Dept. of Community Services
and Corrections
Adult Corrections Division
Province of Manitoba

APPENDIX II

TABLE V

ALL ADMISSIONS BY ADMISSION STATUS AND SEX,
ADULT CORRECTIONAL INSTITUTION & WINNIPEG REMAND CENTRE
PROVINCE OF MANITOBA, 1982

Admission Status	Headingley		Brandon		Dauphin		The Pas		Portage		Remand Centre		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Sentences	2089	0	525	47	221	17	376	41	0	177	1111	150	4322	432
Remanded	426	0	622	128	190	35	432	148	0	134	6424	1051	8094	1496
Other	0	0	0	0	0	0	0	0	0	0	73	66	73	66
Total	2515	0	1147	175	411	52	808	189	0	311	7608	1267	12489	1994

Source: Department of Community Services & Corrections
Adult Corrections Division
Province of Manitoba

APPENDIX II

TABLE VI

MARITAL STATUS AT TIME OF ADMISSION
ADULT CORRECTIONAL INSTITUTIONS, 1982
PROVINCE OF MANITOBA

Marital Status	Institution											
	Headingley		Brandon		Dauphin		The Pas		Portage		Total	
	#	%	#	%	#	%	#	%	#	%	#	%
Single	1417	56.3	776	58.7	271	58.5	603	60.5	159	51.1	3226	57.5
Married	362	14.4	184	14.0	73	15.8	178	17.9	25	8.0	822	14.7
Widowed	15	0.6	9	0.6	3	0.6	12	1.2	5	1.6	44	0.8
Divorced	109	4.3	61	4.6	11	2.4	21	2.1	25	8.0	227	4.0
Separated	170	6.8	79	6.0	25	5.4	70	7.0	32	10.3	376	6.7
Common-law	442	17.6	213	16.1	80	17.3	113	11.3	65	20.9	913	16.3
Unknown	0	0	0	0	0	0	0	0	0	0	0	0
Total	2515	100	1322	100	463	100	997	100	311	100	5608	100

Source: Department of Community Services & Correction
Adult Corrections Division
Province of Manitoba

APPENDIX II

TABLE VII

TOTAL ADMISSIONS BY AGE, 1981
ADULT CORRECTIONAL INSTITUTIONS, PROVINCE OF MANITOBA

AGE (Years)	INSTITUTION											
	Headingley		Brandon		Dauphin		The Pas		Portage		TOTAL	
	#	%	#	%	#	%	#	%	#	%	#	%
Under 18	37	1.5	8	0.6	4	0.6	7	0.6	2	0.7	58	1.0
18 - 22	803	33.2	553	43.2	261	42.3	400	37.2	123	44.2	2140	37.7
23 - 27	612	25.3	299	23.4	146	23.7	222	20.7	59	21.2	1338	23.6
28 - 32	354	14.6	139	10.9	64	10.4	134	12.5	40	14.4	731	12.8
33 - 37	235	9.7	85	6.6	52	8.4	105	9.8	27	9.7	504	8.9
38 - 42	134	5.5	78	6.0	26	4.2	56	5.2	13	4.7	307	5.4
43 - 47	81	3.3	35	2.7	17	2.8	78	7.3	9	3.2	220	3.9
48 +	165	6.8	82	6.4	47	7.6	71	6.6	5	1.8	370	6.5
Unknown	0	0	0	0	0	0	1	0.1	0	0	1	0
TOTAL	2421	100	1279	100	617	100	1074	100	278	100	5669	100

Source: Dept. of Community Services and Corrections
Adult Corrections Division
Province of Manitoba

APPENDIX II

TABLE VIII

TOTAL ADMISSIONS BY AGE

ADULT CORRECTIONAL INSTITUTIONS, PROVINCE OF MANITOBA, 1980

AGE (Years)	Headingley		Brandon		Dauphin		The Pas		Portage		Total	
	#	%	#	%	#	%	#	%	#	%	#	%
Under 18	34	1.5	6	0.5	7	1.0	9	1.0	1	0.4	57	1.1
18 - 22	814	36.0	411	32.2	206	31.6	284	30.9	77	34.5	1792	33.6
23 - 27	569	25.1	255	20.3	114	17.5	143	15.6	58	26.0	1139	21.4
28 - 32	303	13.3	133	10.4	69	10.6	93	10.1	36	16.1	634	11.9
33 - 37	187	8.2	78	6.1	38	5.8	54	5.9	24	10.7	381	7.2
38 - 42	109	4.8	60	4.7	32	4.9	48	5.2	14	6.3	263	4.9
43 - 47	112	4.9	39	3.1	19	2.9	42	4.6	7	3.1	219	4.1
48 +	134	5.9	69	5.4	27	4.1	42	4.6	6	2.7	278	5.2
Unknown	1	0	222	17.4	139	21.6	203	22.1	0	0	565	10.6
TOTAL	2263	100	1273	100	651	100	918	100	223	100	5328	100

Source: Dept. of Community Services and Corrections
Adult Corrections Division
Province of Manitoba

APPENDIX II

TABLE IX

SUMMARY OF AVERAGE INMATE POPULATION STATISTICS

ADULT CORRECTIONAL INSTITUTIONS

PROVINCE OF MANITOBA, 1982

	M.C.I.	B.C.I.	Dauphin	The Pas	Portage	Remand Centre	Total
Mean Daily Population	370.2	96.4	29.3	45.8	37.6	96.9	667.2
High	431	127	44	68	51	147	
Low	260	59	17	30	22	69	
IPDA	14	791	64	0	0	4833	5702

Source: Dept. of Community Services & Corrections
Adult Corrections
Province of Manitoba

APPENDIX II

TABLE X

SUMMARY OF EARLY RELEASE DATA
ADULT CORRECTIONAL INSTITUTIONS
PROVINCE OF MANITOBA, 1982

	M.C.I.	B.C.I.	Dauphin	The Pas	Portage	Remand Centre	Total
Temporary Absence	3035	844	1043	593	398	0	5913
Full Parole	47	21	8	23	17	0	116
Day Parole	0	0	0	0	1	0	1

Source: Dept. of Community
Services & Corrections
Adult Corrections Div.
Province of Manitoba

APPENDIX III

POSITION DESCRIPTIONS

1. Headquarters Administration
   a) Commissioner of Corrections
   b) Deputy Commissioner of Corrections
   c) Chief of Administration
   d) Chief Investigator
   e) Senior Departmental Accountant, Corrections
   f) Co-ordinator of Staff Training
   g) Director, Adult Corrections
   h) Assistant Director, Programs
   i) Assistant to the Director, Operations
   j) Assistant to the Director, Administration

2. Headingley Correctional Institution
   a) Superintendent
   b) Deputy Superintendent
   c) Supervisor, Institutional Programs
   d) Chief Correctional Officer

APPENDIX III

1. Headquarters Administration
   a) Commissioner of Corrections

POSITION DESCRIPTION

Position Title: Commissioner of Corrections
Division: Corrections
Department: Community Services & Corrections

General Accountability

The Commissioner of Corrections is accountable for the control and rehabilitation of adults and juveniles in conflict with the law, consistent with community safety and expectations, due process of law, ultimate goals of crime prevention, all within the parameters established through the approved budget.

Nature and Scope

The organization headed by the Commissioner of Corrections is comprised of several interrelated functional areas each of which tends to develop its own mystique and societal reference points, sometimes to the detriment of an integrated operation pursuing a common goal. The role of the Commissioner is to ensure that the entire corrections team pulls in the same direction, with a sustained effort. This requires clarification and interpretation of divergent perspectives and attitudes, resolution of conflicts and agreement and understanding of the common goal.

It is incumbent on the Commissioner to maintain an insight into all facets of divisional operations. This entails not only involvement in a structured reporting and approval mechanism covering expenditures, employment issues and performance information, but even more importantly, it requires maintenance of a climate of trust and mutual information sharing. Although chain-of-command is strictly adhered to in all formal management activities, the Commissioner is accessible to people at all levels within the organization to elicit their advice and impart his counsel.

It is in the nature of things that the corrections field is afflicted by a largely negative orientation. The community harbors feelings of fear and aborrence towards offenders and is not easily persuaded to support or become involved in corrections programs. This makes it particularly difficult to maintain the necessary motivation and sense of duty among divisional personnel at all levels and in all facets of the operation. The design of strategies and policies to achieve this, and their application, must be regarded as the major day to day challenge facing the division. A corollary to the development and motivation of personnel is the enlistment of support from the community. This requires that the public maintains confidence in the level of protection afforded by the corrections system and develops an interest in participating in certain programs. This is of particular significance in view of the fact that a major program goal now being pursued is the development of alternatives to incarceration in the punishment of juvenile and adult offenders. Of equal importance and priority is early intervention with potentially delinquent juveniles. Although, programatically, the scope of the Division is limited in this respect, there are opportunities to employ the insights developed in our young offenders programs to promote activity through other government and private agencies.

Finally, a major challenge is the problem of the indigenous offenders who now comprises over 50% of our adult and juvenile institucional caseload. On the basis of demographic projections, the percentage of natives in our institutions will continue to increase unless some answers are developed. At present, several initiatives are being pursued in co-operation with the indigenous community and the Federal Government.

The Commissioner and his staff have few constraints on conceptual development of programs. Implementation is of course governed by budgetary parameters, legislation and policy guidelines. Resolution of management problems, particularly in respect to personnel transactions, requires adherence to established civil service and departmental norms and procedures

which, in the particular, may sometimes appear obstructive, but in general contribute to the orderly and cohesive functioning of the system.

Proposals for substantive changes in organization or program delivery are referred to the Deputy Minister for concurrence and information on program out-puts, major developments and individual events of a politically sensitive nature is provided to him on a regular basis.

Besides regular contact with the Deputy Minister, there is frequent (monthly or better) contact with the Executive Director of Financial and Administrative Services and his staff on matters of financial management, general administration and personnel administration. The Executive Director of Child and Family Services and the Director of External Agencies are frequantly consulted on areas where correctional interests intersect their fields of responsibility. Consultation with other divisions of the Department are less frequent.

Significant contacts with other departments include the Deputy and Assistant Deputy Attorney-General on matters concerning the administration of justice, the Deputy Minister of Government Services and his staff concerning correctional building and renovation projects, and occasionally, with senior officials in the Departments of Mines, and Natural Resources, Highways and Industry and Commerce concerning inmate work programs.

Contact is also maintained with members of the judiciary, particularly through membership on the Committee on "Liaison for Judiciary and Corrections" which includes judges, crown attorneys and federal corrections officials.

Continuous contact is maintained with federal officials including the Deputy Solicitor General, Commissioner of the Penitentiary Service and Parole Board members. The Commissioner of Corrections represents the Department on the Federal/Provincial "Continuing Committee of Deputy

Ministers of Justice and Corrections" and also at periodic Heads of Corrections meetings. Western regional interests are pursued through membership on the Joint Regional Committee which includes representatives of the Federal Penitentiary Service, National Parole Board and provincial heads of corrections from the three prairie provinces.

Locally, ongoing contact is maintained with the heads of various private organizations who provide services to the corrections field including John Howard and Elizabeth Fry Society, Native Clan, Indian and Metis Frienship Centres, X-Kalay, Association of Halfway Houses, etc. In addition, informal contacts are maintained with the heads of local police forces.

Membership in the Canadian Association For the Prevention of Crime provides ongoing liaison with relevant interest groups.

Specific Accountabilities

1. Ensure the provision of a stable and sound program dealing with persons in conflict with the law, consistent with existing legislation and policies and the expectations of society.
2. Maintain and further develop a positive work environment in which divisional staff of various disciplines are induced to work as a team towards the common goal, find satisfaction in their work and are enabled to develop their potential.
3. Ensure that offenders in our charge are treated in a way which will not inflict further damage to character, attitude and potential for resuming an acceptable life style.
4. Ensure delivery of the most effective program possible within the approved budget.
5. Seek, develop and test innovative solutions for existing problems in particular in relation to native offenders and juveniles.

6. Develop and implement alternatives to imprisonment, in co-operation with law-enforcement agencies and the judiciary and consistent with the public perception of peace and security.

7. Maintain constructive co-operation with other governmental and private agencies and develop and maintain a high level of public understanding and support for correctional programs.

APPENDIX III

1. Headquarters Administration
   b) Deputy Commissioner of Corrections

Position Title: Deputy Commissioner
Division: Corrections

General Accountability

The Deputy Commissioner of Corrections acts for the Commissioner in his absence, and is accountable for all inspections, audits and investigations; development of standards; general administration; statistical and data informational requirements; application of legislation; staff training; and special services.

Nature and Scope

The Deputy Commissioner of Corrections, in the absence of the Commissioner acts for him and routinely is responsible to facilitate, co-ordinate and examine those functions that overlap or fall outside of the functions and responsibilities of the Directors of Adult Corrections, Juvenile Corrections, Probation and Marriage Conciliation.

The Deputy Commissioner assists the Commissioner and operational Directors in formulating policy and establishing institutional practices resulting from changes in legislation, policy and established practice, or as identified through inspections, audits, investigations, and other sources.

The incumbent is responsible for regular and special inspections and audits of ten adult and two juvenile institutions. These inspections and audits comprise an examination of the physical plant, security systems, management practices, operational procedures, inmate programs and staffing arrangements. Inspections and audits of any facet of Probation Services may be undertaken as circumstances indicate.

Investigations into irregular and extraordinary situations and occurrences, or complaints with respect to both staff and inmates, are undertaken, usually without outside involvement, but sometimes in conjunction with the Police or the Ombudsman. The investigations deal, inter alia, with such matters as escapes; disturbances; alleged assaults by staff or prisoners; mismanagement of correctional operations

and programs; and complaints from any source.

The incumbent partakes in deliberations and monitors the development in other jurisdictions, internationally and nationally, of correctional and other standards affecting corrections, and oversees the development of applicable standards in Manitoba with a view to creating an established basis for inspections and audits.

Because of the four component parts of the Division there is a need to oversee and monitor the general administration of corrections, particularly with respect to finances, budget preparation, personnal, and the consequences of administrative regulations upon operational procedures. Reports and submissions of a Division-wide nature are for the most part prepared or collated in this Office, as indeed are replies to enquiries and requests for information, reaction and reports from other parts of the Criminal Justice System (Federal, Inter-Provincial and Provincial), and the academic and private sectors.

During the course of 1979, 14,523 persons were admitted to correctional institutions in Manitoba and detailed statistics have to be maintained with respect to the criminal and personal information on each individual. The incumbent oversees the system of collecting, analyzing and tabulating this data, and the correct processing of documentation from the field to headquarters and Statistics Canada.

The juxtaposition of corrections to the other parts of the Criminal Justice System, Police, Crown and Courts in particular, creates a specific need to analyse and advise on the application of Federal and Provincial legislation to correctional practices to ensure they comply with the law. This involves the Deputy Commissioner of Corrections in frequent meeting with senior police officers, members of the Attorney-General's Department and Judges to develop an acceptable modus operandi and to iron out problems that may arise. Examples include, drafting for the Division new or changes to legislation affecting corrections;

establishing contingency plans with the Royal Canadian Mounted Police to provide institutional coverage in the event of staff walkouts; developing with the Judges and the Crown guidelines for Temporary Absences from institutions; resolving jurisdictional and other conflicts between correctional staff and other members of the Criminal Justice System; determining the legal correctness of specific operations and practices; and assisting to develop a "Manitoba position" with respect to suggested changes to Federal legislation and regulations.

The interdependence of the various Federal and Provincial jurisdictions responsible for corrections requires that suggested changes in law, correctional practice and other related concerns be sifted, analysed and agreed upon, and the incumbent is responsible to liaise and participate in Federal/Provincial deliberations on such matters as amendments to the Prisons and Reformatories Act, the Parole Act and Regulation, and the establishment of the Young Offenders Act.

The incumbent is also required to participate in Federal/Provincial Task Forces and Committees established to analyse the effect of trends upon the Criminal Justice System and to recommend changes to meet these trends. This involves regular attendance at the Canadian Heads of Corrections meetings and the Prairie Regions sub-committee of the Heads of Corrections, and participation in established Federal/Provincial Committees on such subjects as the Female Offender; Review of the Prairie Region Parole System; Split Jurisdiction in Sentencing; Justice Information Systems; Manpower Development; and Correctional Standards and Accreditation.

The Deputy Commissioner is responsible to see that basic correctional staff training is equally applied throughout the Division in accordance with the Master Agreement, and that this and all on-going training activities are developed and directly related to meet operational, administrative and program needs.

The incumbent oversees special services that transcend the jurisdiction of one institution and involve a discipline or profession that is not endemic to corrections, such as medical, psychiatric and chaplaincy services. This requires, for example, the preparation of annual contracts; resolving differences between correctional and forensic services; and meeting with ecclesiastical officials on chaplaincy appointments and services.

Specific Accountabilities

1. Ensure that management, operational and program objectives and practices are being met by conducting regular and special inspections and audits, and reporting recommended changes.
2. Ensure irregularities, extraordinary situations and complaints within the system are thoroughly investigated and to detail whatever corrective action needs to be taken.
3. Provide a basis for the evaluation and auditing of management and operational procedures by developing correctional standards.
4. Oversee fiscal responsibility by monitoring expenditures and preparing the divisional budget from branch submissions.
5. Facilitate personnal matters by channelling transactions between the branches, corrections headquarters and departmental central services.
6. Provide for purposes of management, budgeting, and Federal and Provincial statistical requirements, the collection, analysis, tabulating and reporting of incarcerated offender data.
7. Ensure compliance with legislation by evaluating and monitoring administrative and operational systems.

8. Ensure that operating systems are compatible with the requirements and practices of other components of the Criminal Justice System.

9. Provide for the completion of basic correctional staff training in the first year of service, and for such other development and training of staff in corrections to meet operational needs.

10. Ensure that correctional institutions are provided with the specialized services identified as necessary for their effective operation.

APPENDIX III

1. Headquarters Administration

c) Chief of Administrati.

POSITION DESCRIPTION

Position Title: Chief of Administration

Division: Corrections

Department: Community Services & Corrections

Responsibilities

The Chief of Administration is accountable for the coordination and monitoring of general administration for the Division including fiscal and personnel matters; development of standards; and participation in inspections, audits and investigations.

- The Chief of Administration is responsible to coordinate, monitor and facilitate designated centralized functions of an administrative and/or programatic nature.
- The incumbent is responsible to coordinate and monitor the general administration of corrections with emphasis on finances, budget preparation, personnel, and the consequences of administrative regulations upon operational procedures.
- The position participates in regular and special inspections and audits of the ten adult and two juvenile institutions. In these inspections and audits, areas for particular examination by the incumbent are those of management and administrative practices, inmate programs and staffing arrangements.
- The development of applicable correctional standards is integral in establishing a basis for inspections and audits. The incumbent coordinates the development, field testing and monitoring of correctional standards in Manitoba and monitors the development in other jurisdictions, interationally and nationally.
- In keeping with the major responsibilities of the position but not exclusive of other areas, the Chief of Administration prepares reports, studies and analyses as requested by the Commissioner and Deputy Commissioner. Examples are the preparation of survey responses from other segments of the Criminal Justice network; analyses of shift relief factor for correctional institutions and age/sick leave comparisons;

and collation of statistical data for the estimates process.

Specific Accountabilities

1. Oversee fiscal responsibility by monitoring expenditures and assisting in the preparation of the divisional budget from branch submissions.
2. Facilitate personnel matters by monitoring documentation flow, use of approved staff man years, and implementation of approved personnel policies.
3. Ensure the compliance of accounting and personnel system with established policies and procedures.
4. Ensure the development of correctional standards by clarifying and articulating the philosophical base and objective of the Division.
5. Ensure the appropriateness of standards within operational guidelines.
6. Ensure the validity of standards as performance indicators to be used in administrative, program and staff evaluations as well as in inspections, management audits and systems monitoring.
7. Monitor the development of standard and inspection processes by liaising with other jurisdictions in Canada and the United States.
8. Provide for purposes of monitoring management, program and operational objectives through inspections and audits.
9. Facilitate the compliance with legislation and current practices by evaluating relevant systems.

APPENDIX III

1. Headquarters Administration

d) Chief Investigator

POSITION DESCRIPTION

Position Title: Chief Investigator

Division: Corrections

Department: Community Services & Corrections

Responsibilities

- Investigates upon request unusual situations, escapes, irregularities and complaints. Makes corrective decisions if the immediacy of the situations merit it.
- As one of an inspection team, carries out regular inspections and audits of adult and juvenile correctional institutions, and "spot" inspections from time to time.
- Investigates and reports on unusual occurrences within the Division of Corrections such as escapes, allegations of wrongdoing, breaches in security or operational practices, sentence management of prisoners.
- Investigates and reports on complaints submitted by other government departments, the public, staff, inmates and probationers.
- Examines, as part of the inspection team, and reports and recommends on the administrative, operations and programs of correctional institutions with particular emphasis being paid to security, inmate programs, the state of physical facilities, and staff and prisoner morale.
- Checks institutional practices against current Standing Orders and recommends necessary changes either to the practices or Standing Orders.
- Reviews procedures and practices with respect to established standards and recommends any required amendments.
- Consults and advises in areas of institutional standards and practices under discussion at the Federal/Provincial level.
- Ensures that institutional heads and other administrators keep staff and inmates aware of their legal rights and responsibilities.
- Assists in the development and maintenance of Contingency Plans, with the Royal Canadian Mounted Police, for emergency situations created by a walkout of correctional staff.

Specific Accountabilities

In correctional institutions there is need quickly to investigate and resolve situations which develop from both staff and inmate sources. Failure to do so with alacrity may result in worsening situations such as riots, assaults and escapes, etc. Failure also gives rise to public criticism and concern.

Examples of such reports: report on a Correctional Officer suspended because of alleged mistreatment of an inmate; report on an inmate held in an institution without legal justification; report on allegations of unnecessary use of force by officers and medical injections given him against his will; and report on inappropriate or premature granting of Temporary Absences.

Ensures that Contingency Plans are prepared, reviewed and ready to meet such emergencies that are expected to occur within a prison system. Failure to have such planning would result in chaos and danger to general public and inmates alike, e.g. the spontaneous "walkout" of staff two years ago. Planning was then in such readiness that almost immediately a force of experienced "excluded" personnel and R.C.M.P. officers took over and ran the establishment for almost one week.

Inspections, regular, "spot" and for special purposes check on all matters which include security, fire safety, sanitation and the general good functioning of the institution and its occupants. Failure to conduct such inspections may lead to deterioration in procedures, food preparation and unacceptable standards of health and cleanliness, all factors conducive to unrest.

APPENDIX III

L. Headquarters Administration

a) Senior Departmental Accountant, Corrections

POSITION DESCRIPTION

Position Title: Senior Departmental Accountant, Corrections

Division: Corrections

Department: Community Services & Corrections

General Accountability

The Senior Departmental Accountant is accountable for the financial control and accounting procedures within the Division of Corrections.

Nature and Scope

The Senior Departmental Accountant is required to direct, coordinate, plan and assist in the formation of ongoing accounting systems that affect daily work procedures, operating plans, program or policy changes within the Division of Corrections. With an increased demand for management accountability, the Senior Departmental Accountant must monitor all accounting systems and provide direction to Director, Superintendents and Accounting Personnel. As a means to accomplish this task, the Senior Departmental Accountant:

- supervises the accounting procedures utilized at each correctional institution.
- performs periodic audits of the records at each institution to ensure that:
  - accounts are balanced on an ongoing basis.
  - uniform accounting systems and procedures are being maintained.
  - accurate and uniform records are maintained by all institutions, for example, cash, trust accounts, inmate pay plan, stores inventories, etc.

This is achieved by reviewing monthly financial reports, monthly trial balance reports, monthly computer printout information and visiting each institution performing audits on a periodic basis. In addition, telephone calls and written memos are utilized to maintain contact with Director, Superintendents and Accounting Personnel in the field. A written report is prepared after every visit and forwarded to appropriate Director for action. The Senior Departmental Accountant also provides technical guidance to Directors in the formulation of their budgets, interpreting

and clarifying general guidelines and departmental policies respecting budget preparation,setting up target dates for completion of submissions and ensuring target dates are met. In addition, he revises budget submissions to reflect final amounts approved by Cabinet. This involves negotiaton with Directors as to settlement of specific allocations of budget reductions, staff man years, etc.

The Senior Departmental Accountant also keeps in constant communication and consults with the Director of Accounting Services and the Director of Budget and Revenue Services plus other support staff in the Department of Community Services and Corrections. For example, to obtain interpretation of accounting procedure and policy, voucher information, journal voucher information, cheque distribution, sub-appropriation transfers, etc. for further interpretation to the field.

Specif Accountabilities

(Answerable for the following end results)

1) Ensure that all accounting procedures are done according to government standards.
2) Provide support services to field accounting personnel to improve operating performance.
3) Analyze and monitor expenditures and summarize monthly financial reports for each Directorate.
4) Perform periodic audits and relate to appropriate Director for action.
5) Provides guidance and assistance to Directors when requested in the formulation of budget preparation and other accounting areas.
6) Communicates and consults with senior personnel within the Department.
7) Develops and maintains good relationships with field accounting personnel.
8) Performs performance appraisals for institutional accounting staff when requested.

APPENDIX III

1. Headquarters Administration
   f) Co-ordinator of Staff Training

Position Title: Co-ordinator of Staff Training

Division: Corrections

Department: Community Services & Corrections

Responsibilities

1. Plans, administers, monitors and co-ordinates training programs for divisional personnel by:

   - discussing staff training with operational directors to obtain their recommendations regarding the training of their staff;
   - finalizing data on training needs to determine training requirements;
   - proceeding within the guidelines as stipulated in the divisional training policy;
   - instructing staff as trainers in the development of lesson plans, precis and exercises as to content, presentation, methodology;
   - scheduling training programs to ensure progression;
   - maintaining data on and ensuring the provision of training facilities, equipment and resource trainers;
   - supervising resource trainers assigned to courses;
   - monitoring the work performance of trainers;
   - preparing administrative correspondence and maintaining training records and reports;
   - providing advice to divisional managers with regard to all training matters;
   - maintaining an inventory of training aids, literature and equipment;
   - preparing and ensuring the implementation of needs studies conducted to identify the requirements for specific types of trainings;
   - participating in courses as Course Manager/Instructor;
   - monitoring of institutional training budgets and advising managers on budget expenditures.

2. Co-ordinates staff in in-service and out-service (eg. Civil Service Commission, University, Community College, training programs by:

   - investigating training available from outside sources in the locality (eg. Universities, Community Colleges, training organizations) to determine the extent to which they could be utilized to meet the needs of divisional personnel, and recommending the use of particular courses;

   - maintaining and disseminating to the field data and information concerning courses available, course schedules and calendars of courses;

   - developing selection criteria for courses, reviewing requests for training and assisting in the selection of candidates for training;

   - co-ordinating the attendance of personnel at training programs, providing information on dates, and location of training programs;

   - counselling personnel at all levels to promote an interest in training;

   - advising managers on all matters pertaining to training proposals.

3. Evaluates the effectiveness of training provided from all sources by:

   - analyzing performance review reports of participants;

   - developing a feedback system whereby participants may assess the validity of the course to them, and analyzing information received;

   - interviewing line managers, supervisors, instructors and participants to determine the effectiveness of training courses in view of the organizational and operational requirements of the Division.

4. Maintains records of staff involvement in training programs and costs involved by:

   - collating and analyzing records of staff training involvement, the number and types of programs;

   - recording numbers of SMY's spent on staff training;

- collating annual training statistics for inclusion in annual reports;

- submitting annual report covering the staff training component.

5. Performs other duties as required, such as assisting managers in preparing annual training estimates, briefing individuals and groups on training programs, attending course seminars and workshops to improve job skills, representing the division with trainers from other jurisdictions, deciding which correctional courses are acceptable as equivalent to the Division's.

a) Requires good knowledge of Corrections in general, and the objectives and operation of Corrections in Manitoba, at the provincial and institutional level.

b) Requires knowledge of the principles and techniques pertaining to staff training and development. Experience is required in developing and analyzing training courses and adapting them to the needs of particular groups.

c) Knowledge of manpower planning and general administrative procedures is required.

d) Initiative, judgment and discretion are required in planning, implementing and evaluating training courses, in selecting trainees, resource trainers, and in recommending adjustments to courses based upon evaluation of their effectiveness.

e) Requires ability to decide training courses, and to select course participants. (Deals with course changes as regards content and methodology, and obtain assistance of resource personnel).

APPENDIX III

1. Headquarters Administration
   g) Director, Adult Corrections

Position Title: Director
Division: Adult Corrections

General Accountability

The Director of Adult Corrections is accountable for all aspects of the development, planning and operation of the provincial Adult Corrections system.

Nature and Scope

The Director of Adult Corrections is required to direct, coordinate and plan all activities relevant to the operation of nine (9) correctional facilities, six of which are common gaols and three (3) work camps, plus one satellite court holding unit, and a Community Release Centre.

The global objective of Adult Corrections are to provide care and treatment for the inmates of the correctional facilities, ensuring the protection of society from those individuals who evidence a present or potential danger to other persons, or property, by ensuring the fulfillment of legally imposed sanctions, while concurrently providing the opportunity and means to enable inmates to acquire favorable dispositions toward law-abiding behaviors.

The maintenance of correctional operations requires the Director to monitor all aspects of the system, to provide direction and consultation to Superintendents, to interpret existing policies and procedures, and make regular visits to, and inspections of, institutions. Director/ Superintendents' conferences are one of the means used to accomplish these tasks.

The growth of inmate populations, the generally deteriorating physical plants, the loss of several satellite facilities over the past number of years, the increased sophistication of inmates, the effects of Human

Rights legislation, changing social attitudes, and the growing polarization between unionized employees and management, plus the increased demand for management accountability require the Director to develop and maintain an increasing body of knowledge and skills. He must be accessible to his managers since Corrections, by its very nature, is subject to frequent crisis of major and minor nature on a twenty-four (24) hour, seven (7) day a week basis. The evolution of Corrections from a traditional quasi military organization requires the Director to be knowledgeable and proficient in human relations skills, since he/she must provide leadership in attempting to make the most effective use of manpower resources; and to do so by providing opportunities and stimulation for staff to maintain current skills and knowledge, and to acquire new skills in order that they can deal with inmates in a constructive manner. Traditional attitudes of all persons involved in the Corrections system and changing philosophy within the Criminal Justice System cause Adult Corrections to be in a continual state of "flux". It is the task of the Director to ensure a consistent program of service delivery while maintaining peace and good order among the inmate population, observing the relevant legislation. e.g. Criminal Code, Prison and Reformatories Act, Parole Act, Corrections Act, Labour Act, Civil Service Act, Provincial Fire Code, Ombudsman's Act, M.G.E.A.-Government of Manitoba Agreement, et cetera, while conforming to budgetary and manpower limitations.

The Director is required to make policy and operational decisions consistent with the authority contained in legislation.

The Director is required to develop and maintain productive working relationships with several government departments. e.g. Department of Government Services, Parks Branch, Highways Department, Department of the Attorney-General, Federal Corrections, Alcoholism Foundation of Manitoba, law enforcement agencies, other correctional jurisdictions and several private organizations involved in the Criminal Justice System. e.g. John Howard-Elizabeth Fry Society, Canadian Council for the Prevention of Crime, et cetera, since all have impact upon the work of Adult Corrections.

Support Services available to the Director are the Personnel, Statistics, and Accounting branches of the department.

The Director, while being expected to make decisions relative to the ongoing operation of his branch, is required to consult with his Senior Officer on interdepartmental problems, policy changes, major program development, and matters relating to senior institutional personnel. He/she must consult with the Senior Officer (Commissioner) of recommendations concerning budgetting (sic), staffing, policy development, and the development of new or modification of existing facilities.

Specific Accountabilities

(Answerable for the following end results)

1. Establish general operating and administrative policies and procedures within Adult Corrections.
2. Direct supervision of Superintendents and Directorate staff.
3. Review and evaluate all programs within Adult Correctional facilities and monitor the development of new programs.
4. Determine total staffing needs and ensure that the staffing pattern meets the requirement of the individual institution and programs.
5. Responsible for budget formulation and control in Adult Corrections.
6. Identify and priorize staff training/development needs within Adult Corrections. Monitor, evaluate and participate in staff training programs. Maintain an ongoing functional relationship with the Coordinator of Staff Training.
7. Supervise the Provincial Temporary Absence and Work/Education Permit program.
8. Develop and maintain ongoing relationships with all appropriate factions of the Criminal Justice System, both public and private.
9. Consult regularly with the Commissioner of Corrections on matters related to interdepartmental activities, policy changes, legislative changes, new program developments, new operational practices and matters relating to senior personnal.

POSITION DESCRIPTION

Position Title: Assistant Director, Programs

Division: Corrections

Department: Community Services & Corrections

Responsibilities

1. Responsible for maintaining an efficient administrative process. Responsibilities include correspondence, statistical and financial analysis, drafting of reports including annual report, briefing papers, position papers, requests for service and revisions to policy and procedures manual, standing orders, etc.
2. Research, review, evaluate and advise the Director of Adult Corrections on major programs consistent with objectives. Program development is usually done through several stages:
   a) Conceptual planning
   b) Study, often utilizing committee members involved in the field.
   c) Preparation of written reports
   d) Consultation relative to report
   e) Development of plan
   f) Implementation
   g) Ongoing evaluation
3. Undertakes studies of areas of program concerns and recommends actions to be taken.
4. Development of smaller programs in consultation with institutional managers. (Many of the elements listed in (1) apply but often in a less formalized process.)
5. Development of the preliminary budget for Adult Corrections. Cooperatively with the Division Accountant interprets sections objectives into financial projections. Assists institutional managers as required.
6. Maintains liaison with other government departments and private agencies. Liaison involves contacts through meetings, mail and telephone over specific issues or general, relevant topics as an investment toward improved levels of communication and cooperation.

APPENDIX III

1. Headquarters Adminsitration

   i) Assistant to the Director, Operations

Position Title:	Assistant to the Director, Operations
Division:	Corrections
Branch:	Adult Corrections
Department:	Community Services and Corrections

Responsibilities

The incumbent, Assistant to Director (Operations), reports to the Director of Adult Corrections and is responsible to provide functional direction and consultation to field managers on operational matters, namely:

1. to collect, analyze and record all operational statistics.

2. to facilitate acquisition of vehicles for all institutions and camps. Monitoring of vehicle use, repairs and maintenance. Vehicles include tractors, garden machines, etc. Acquisition and monitoring of all communications equipment assigned to institutions, camps and vehicles e.g. telephones, radios and other related equipment.

3. to process and expedite all matters related to the Federal/Provincial of prisoners and the Inter-Provincial exchange of prisoners.

4. to coordinate and consolidate institutional industries production and disposition reports.

5. to maintain close liaison with all Camps, negotiate with other government agencies to explore and establish effective, mutually productive, short and long term work opportunities for camp prisoners.

6. to work closely with all Institutions to develop and maintain viable, productive and wherever possible, profitable industrial work programs.

7. to maintain agency relations with all appropriate related agencies, departments e.g. Purchasing, Court Services, Environment, Highways, R.C.M.P., C.S.C., Winnipeg City Police and community agencies and organizations as appropriate.

8. to establish and maintain inventory records systems to ensure accountability for all operational material and equipment and to carry out periodic on site inspection of material and equipment.

9. to facilitate the provision of all operational goods and services necessary to the efficient and effective operation of Adult Correctional facilities e.g. equipment, communications maintenance and repairs.

10. to maintain all Directorate manuals e.g. Provincial and Federal Acts, Agreements, Policy and Procedures, Standing Order amendments in current and good order.

APPENDIX III

1. Headquarters Administration

j) Assistant to the Director (Administration)

POSITION DESCRIPTION

Position Title: Assistant to the Director (Administration)

Division: Corrections

Department: Community Services & Corrections

Responsibilities

The incumbent reports to the Director of Adult Corrections and is responsible:

1. To coordinate all personnel records, including the monitoring of recruitment, reclassifications, transfers, term and overtime expenditure, etc., to ensure that policies and correctional objectives are met.
2. To establish and maintain systems of records of the Temporary Absece Program to enable ongoing monitoring and evaluation.
3. To review all requisitions submitted to Director for signature and submit appropriate recommendations regarding acquisition of goods. Prepare and process all requisitions emanating from Directorate Headquarters.
4. To prepare documentation for "Requests for Service" and monitor same to resolution.
5. For maintaining inventory and distribution of all forms supplied from Directorate to the field.
6. To maintain inventory of all office equipment assigned to Directorate office, ensure maintenance, replacement and new acquisition as required.
7. To ensure that Adult Corrections is represented on the Uniform Committee to coordinate the submission of institutions uniform supply requests, monitoring supply and delivery of same.
8. To review administrative systems within Adult Corrections to advise in the areas of data collection and transmission, fiscal and personnal allocations.

9. To participate in the ongoing review of Administrative/Correctional Procedures.
10. To coordinate special projects as assigned by the Director, e.g. Egg Lake Camp Replacement Project.
11. To maintain production and inventory procedures relative to the lumber operations at Bannock Point and Egg Lake work camps.

APPENDIX III

2. Headingley Correctional Institution
   a) Superintendent

POSITION DESCRIPTION

Position Title:	Superintendent
Division:	Corrections
Branch/Region:	Adult Corrections
Location:	Headingley Correctional Institution

General Accountability

The Superintendent is accountable for the general management and operation of Headingley Correctional Institution. Provides administrative direction within the policy guidelines established by the Department of Community Services and Corrections.

Nature and Scope

The Superintendent is the Chief Executive Officer of the institution. He is, in law, the individual responsible for the custody and care of those persons whose removal (temporarily) from the mainstream of society has been ordered as the outcome of due (judicial) process. The institution (its function and activities) forms the latter end of this process.

The Superintendent's authority derives from the Criminal Code of Canada, from Federal and Provincial Acts and Statutes and from directive or special instruction issued by Adult Directorate up to and including Ministerial levels. The Superintendent's jurisdiction commences where that of the court ends (e.g. with a decision to incarcerate) and ceases when an inmate's term, according to warrant, is legally satisfied.

The correctional institutions are distributed regionally throughout Manitoba. They function with a high degree of autonomy while maintaining a working relationship with each other. They report independently to a centralized Directorate.

Within this framework the Superintendent has an obligation to ensure development and provide coordination of programs and service for the treatment and general welfare of inmates. At the same time he must

ensure sanctions imposed by the courts are carried out in a manner that is legal and humane and in keeping with current legislation and regulation. He must also guarantee conditions of security that protect both the general public and the persons in his custody.

The Superintendent is responsible for administering a spectrum of professional and technical services, for the management of material and human resources and for maintaining a stable staffing situation taking into account staff selection, training practices, evaluation and labour relations.

The Superintendent must provide for a dynamic organization. He must identify goals and set objectives in such a way the system can be seen to be progressive.

Specific Accountabilities

(Answerable for the following net results)

1. To set specific objectives on an annual basis and ensure that as many as possible of these are met within time and budgetary constraints.
2. To maximize the variety and quality of service delivered to inmates by appreciating needs and directing the resources available in terms of personnel and material.
3. To maintain a dynamic staff unit that operates at maximum efficiency - by recognizing needs, providing systems of training and opportunities for development.
4. To formulate policy and ensure its implementation by meeting regularly with and giving direction to department and section supervisors.
5. To maintain an efficient operation within the legal, fiscal and department - imposed constraints.
6. To act generally as the institution's representative in dealings with senior management, with the general public and with the judicial system.
7. To keep accurate record of all significant events and developments and to prepare and make available a comprehensive statement on activities at the end of each year.

POSITION DESCRIPTION

Position Title: Deputy Superintendent

Division: Corrections

Department: Community Services and Corrections

Responsibilities

1. The Deputy Superintendent, as the second in command of the institution, acts routinely for the Superintendent in his absence, and is frequently required to represent the Superintendent in dealings with Federal and other Provincial government departments, law enforcement agencies and private sector organizations.

2. The incumbent participates with the Superintendent, the Assistant Superintendent (Programs) in planning and organizing and implementing all aspects of the institution's policy and procedures, and is responsible to the Superintendent for the effective functioning of the operations, programs and custodial services of the institution.

3. The Deputy Superintendent monitors the day-to-day operation of the institution in terms of custodial and program policies and procedures, ensuring that practices comply with the law and with institutional standing orders. This includes an overall responsibility for such activities as inmate placement, work programs, discipline, and (inmate) absences from the institution.

4. The incumbent is responsible for all areas of administration. This includes fiscal control (budgeting, disbursements, trust accounts and cost analysis), purchasing, storage and inventory control of supplies; personnel services and staff records; inmate records and statistics; food and laundry services; trades and maintenance services; communications and transportation systems; and emergency plans and services.

5. The Deputy Superintendent has a responsibility to ensure the proper and adequate maintenance of the institutional site, buildings and fixtures.

APPENDIX III

2. Headingley Correctional Institution
   c) Supervisor, Institutional Programs

POSITION DESCRIPTION

Position Title: Supervisor, Institutional Programs

Division: Corrections

Department: Community Services & Corrections

Responsibilities

The incumbent is responsible to the Deputy Superintendent for the day-to-day operation of the Programs component of the institution. Major duties include:

1. Under the direction of the Deputy Superintendent and in conjunction with the Assistant Superintendent (Custody) ensures the joint development of Program, Custodial and Operations fields toward meeting the general institution objectives.
2. Participation in the development and implementation of policies and procedures related to Programs as a senior member of the Institution's Management Committee.
3. Supervision of all Section Supervisors operating under the Program heading; coordination of a diverse group of professional and semi-professional services - Intake/Classification, Work and Education Programs, Correctional (inmate) services, Community Release Centre, Nursing and Recreation.
4. Development, modification and supervision of correctional programs established to provide both basic care and to assist in differential treatment for the entire inmate population.
5. Development and maintenance of professional working relationships with community resources and other government departments and the monitoring of volunteer and private agency involvement.
6. Preparation of evaluations of supervisor personnel; facilitating staff training and development.

7. Preparation and presentation of regular reports, special reports and papers as required by the Superintendent.
8. Responsibility for ensuring that activities conducted within each section harmonize with overall objectives and are consistent with legislation and custodial requirements as well as the needs of inmates.

POSITION DESCRIPTION

Position Title: Chief Correctional Officer

Division: Corrections

Department: Community Services & Corrections

Responsibilities

Is responsible for the safe and lawful custody of all residents and the maintenance of discipline and good order in the institution.

Is responsible for the maintenance of custody manpower and equipment. Provides direct supervision and guidance to ranking custodial officers.

Is responsible for the development and maintenance of systems to ensure custody of physical plant devices, resident security ratings, movement control and counts.

Is responsible for the development and maintenance of systems, equipment, and trained staff for the purpose of riot control.

Is responsible for the maintenance of hazardous free living and work quarters for residents and staff. Conducts inspections of all such areas, reports deficiencies and follows up suggested remedial action.

Supervises the operation of the Records Section.

Submits verbal-written reports on staff and resident performance. As a member of the Operations Committee participates in the formulation of operational routines.

APPENDIX IV

METHODOLOGY

D. METHODOLOGY

1. Meetings

The Committee held a total of 21 meetings prior to the submission of this Report.

2. Tours

The Committee visited Brandon Correctional Institution and Spruce Woods Camp on February 7, 1983.

Headingley Correctional Institution was visited on April 16, 1983. The Research Team conducted a further examination in the following two weeks. Subsequent visits through May and June were made to the Institution, as required.

The Community Release Centre was visited by the Research Team on April 14, 1983.

Portage Correctional Institution was visited by the Research Team on May 3, 1983.

Bannock Point Rehabilitation Camp was visited by the Research Team on May 11, 1983.

3. Interviews and Consultations

Interviews were held with the senior administration within the Corrections Division and within the Adult Corrections Branch. Former senior administrative personnel were interviewed as well. Consultations were also made with senior administration within the Provincial Probations Services and also with the National Parole Service.

Representatives from the Provincial Court Judges (Criminal Division) were also consulted.

At Headingley Correctional Institution, the Committee held interviews with the institution's senior management. A total of 66 members of the Headingley Correctional Institution's staff and Native Clan contract personnel, representing all areas of security programs and services, were interviewed.

Four consultations with representatives from the institution's Resident Council were made. Consultation was also undertaken with

thirteen inmates participating in the Alcoholism Foundation of Manitoba's program. Individual interviews with various inmates also took place.

The Officer-in-charge at the Community Release Centre was interviewed, as was the Camp Supervisor at Bannock Point Rehabilitation Camp, and his assistants. Discussions with individual inmates at Bannock Point were also held.

4. Documentation Review

The Research Team undertook an extensive review of current and historic administration documentation, including operational reports and information and special reports prepared by, and for the Corrections Division. This review took place at both the senior administration level and at the institutional level.

5. Conferences

The Committee also sent a representative to the Second World Congress on Prison Health Care, Ottawa.

APPENDIX V

BRIEFS

E. BRIEFS

Requests for briefs were made to relevant agencies involved in various aspects of the criminal justice system in Manitoba. During the preparation of this report, briefs for the Committee's consideration were received from the following organizations:

Alcoholism Foundation of Manitoba

Grosvenor Place, Mediation Services and United Church Half-way House

John Howard and Elizabeth Fry Society of Manitoba

Manitoba Government Employees Association

APPENDIX VI

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APPENDIX VII

GLOSSARY

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GLOSSARY

AY	Administrative Secretary
CCO	Chief Correctional Officer
CO 1, 2, 3, 4	Correctional Officer (Levels 1-4)
CSC	Correctional Service of Canada
CRC	Community Release Centre
CSO	Correctional Service Officer
FOC	Fort Osborne Complex
GED	General Education Development
HCI	Headingley Correctional Institution
IPP	Individual Planned Program
MGEA	Manitoba Government Employees Association
SIP	Supervisor of Inmate Programs
SY	Staff years
TA	Temporary Absence passes
WRC	Winnipeg Remand Centre

POOR

QUALITY

ORIGINAL